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A REFERENCE GUIDE TO THE PILOT RMP EXPERIENCES

August 1982
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The content of the original reference guide was developed at a
workshop held in Denver, Colorado in mid-June 1980. Participants
included team leaders from the pilot BLM and representatives
from some of the District Offices and all five of the State Offices

PREFACE

What is the purpose of the Reference Guide?

The Bureau of Land Management began implementing a resource management planning (RMP) process in 1979, based on requirements of the Federal Land Policy and Management Act. Six pilot RMP's were identified to implement and test the new regulations. The first pilot draft RMP (Glenwood Springs) was published in November 1982, soon followed by the remaining five pilots which were completed in draft in the first half of 1983. All six published final RMP's by April 1984 and Glenwood Springs was approved in January 1984. A wealth of experience has been gained by the teams that prepared these RMP's.

The primary objective of this updated Guide is to communicate the range of experiences gained to date by the six pilot efforts as they applied the RMP process.

A careful review of the Pilot experiences, along with their suggestions in retrospect, may help future and ongoing planning efforts avoid problems and thus be more cost and time efficient and more effective in addressing resource issues.

How is the guide organized?

The document is divided into three sections, targeted at specific audiences and addressing the RMP process from differing perspectives:

Section I is a management checklist designed to trigger ideas for organizing and guiding the overall planning effort.

Section II summarizes the pilot experiences in administering the planning process.

Section III provides a summary description of the approach the pilots have taken in preplanning and implementing the RMP process. It includes a section describing general conclusions drawn from the pilot experiences and is followed by descriptions of each of the six pilot plans, providing the detailed, technical aspects of plan preparation.

Managers will probably be most interested in Section I; team leaders in Section II; and general readers, in Section III.

How is the Guide developed?

The content of the original reference guide was developed at a workshop held in Denver, Colorado, in mid-June 1982. Participants included team leaders from the six pilot RMP's and representatives from some of the District Offices and all five of the State Offices

having pilot RMP efforts underway. The pilot team leaders provided the majority of the information with the other participants helping refine and organize the material. The Washington Office of Planning facilitated the workshop, completed a minor edit, produced copies, and provided distribution in 1982.

The original reference guide was updated in May 1984 to include the conclusion of the pilot experiences by a team representing each of the pilot efforts.

What is the relationship of this Guide to planning directives?

This Guide is not a directive. It does not represent an attempt to establish standards or identify approved approaches for applying the planning provisions of laws, regulations, policies, and other directives. This Guide only illustrates how six pilot RMP efforts applied the RMP process in their specific situation. How these approaches are used must be decided by the manager in charge who is responsible for planning.

Where can more information be obtained?

Pilot RMP team representatives can be contacted if necessary. The following list includes original team leaders as well as a current representative from each plan.

Name	Pilot RMP	Current Location	Telephone No.
Lynda Roush	Alturas	Alturas, CA	916-233-4666
Ade Neisius	Kremmling	Canon City, CO	303-275-7578
Dave Mensing	Glenwood Springs	Riverside, CA	FTS-796-6386
Doug Huntington	Glenwood Springs	Grand Junction, CO	FTS-323-0011
Eric Finstick	Glenwood & Kremmling	Denver, CO	FTS-564-7100
Pete Christianson	Grand	Moab, UT	801-259-8193
Dan Lechefsky	Headwaters	Butte, MT	FTS-585-8059
Gary Gerth	Headwaters	Butte, MT	FTS-585-8059
Bob Woerner	Wells	Craig, CO	303-824-8261
Gene Drais	Wells	Elko, NV	702-738-4071
John Naylor	All Pilots	Cheyenne, WY	FTS-328-2096

Or call Ken Harrison or John Singlaub, Washington Office of Planning at FTS-653-8824.

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Introduction

The Bureau's Planning Regulations became effective September 6, 1979, and were amended in May 1983. The regulations prescribe a comprehensive land-use planning process that is issue oriented. (See definition of a "Resource Management Plan" 43 CFR 1601.0-5(m) August 7, 1979.) The resource management planning process described in the regulations provides for the integration of planning and National Environmental Policy Act (NEPA) requirements.

Six previously scheduled planning efforts were selected to be "pilots" in order to implement the regulations, aid development of planning procedures, and reduce manual direction. Three additional plans were on approximately the same schedule with 13 others not far behind, before the six pilots were completed.

It was expected that these initial planning efforts would vary widely because of differing interpretations of the regulations and different management approaches. Cost and time were also expected to vary. Some specific guidance was given by the Washington Office in the form of instruction memoranda as needs were identified, but this guidance was limited in extent. Opportunities were provided for the State Office, District Office, and Area Office people involved in the Pilot RMP efforts to get together and discuss ideas and approaches, and share experiences with each other and the Washington Office planning people.

It was recognized that individual program policies were likely to change during the time needed to complete the pilots and that legal activities could affect planning preparation. This did occur, and even though predicted, it caused frustration.

Probably the greatest value of the Pilot resource management plan (RMP) experience is its use as an instructional tool. As the pilot efforts evolved, a corresponding insight and understanding of the process also evolved. As problems were identified, procedures, and policies developed. As planning opportunities were identified, new expectations were created. The knowledge gained during this process influenced the 1983 amendment of the planning regulations. It has also influenced the wording of policy statements and has had considerable influence on the content of the Bureau's basic planning Manual Sections approved in May 1984. The experience is contributing to the content of program-specific supplemental guidance for resource management planning, currently being prepared. Further improvements are expected as management becomes more familiar with resource management planning and the planning requirements. The Bureau's experience with the Pilot RMP's will also contribute, among other things, to future workshops and training efforts. It may lead, for example, toward framing issues more in terms of resource (air, water, soil, geology, visual, cultural, vegetation, etc.) and their conditions and less in terms of resource uses (livestock grazing, mining, recreation, ORV use, O&G development, etc.). The experience may also lead to improved understanding of consistency and other requirements contained in statutes and policies.

In an effort to communicate the experiences gained through the Pilot RMP efforts, a reference guide was prepared in 1982 that described some of the techniques being used. It described what worked well and what did not work well. It contained examples of some of the work accomplished by each of the pilot efforts. By mid-1982, the pilot efforts were in the process of formulating alternatives and starting to produce some preliminary drafts showing how the final document would look. Since mid-1982, all of the Pilot RMP/environmental impact statements (EIS's) have gone to final and the Glenwood Springs RMP has been approved. This updated reference guide has been produced to tell the rest of the story about how the Pilot RMP's were produced.

It is apparent that some pilot techniques and procedures worked better than others in specific situations. Some document formats were more easily understood. But, in the final analysis, it seems that there is far more similarity in the types of direction the plans provide for the management and the use of the resources than there is dissimilarity. There does not appear to be any one best plan and EIS, but rather, some good appoaches for each aspect of the process and the plan document. It must be left up to the individual State, District, and Area personnel to decide what specific approaches or techniques best meet the particular situation being encountered.

Section I
Management Decisions and RMP Overview
Checklist

Introduction

This section consists of an informal checklist of planning related topics intended to help District and Area managers get prepared for a planning effort.

The intent is for the checklist to be of help to line managers in thinking about their role, the decisions that need to be made in the course of planning, and the kind and amount of overview that will be necessary.

Benefits of using the checklist may include a better understanding of the "issue driven" planning process and a reduced possibility of repeating mistakes made by the pilots which resulted in false starts and wasted time.

Six topical areas were identified by the Pilot RMP Workshop participants as being pertinent to the checklist. It is not intended that the six areas or the factors listed be all encompassing. They are intended only to "trigger" the managers' thinking about aspects of each unique planning situation.

A. Selecting the Plan Type

RMP, Amendment to an existing plan, or existing plan?

1. Is existing plan adequate?

    a. Are current issues addressed?
    b. Does it have credibiliity (public acceptance and internal acceptance)?
    c. Are decisions valid under current policy?
    d. Is there consistency?

2. What are the issues? (Internal and External)

    a. Scope (area and number)
    b. Complexity (resources affected)
    c. Program involved (significance - coal, wilderness)
    d. Political sensitivity

3. Are there administrative requirements?

    a. Regulatory requirements
    b. Court orders
    c. Policy (range, wilderness, etc.)
    d. State Director's Guidance

4. What are your capabilities?

   a. Funding
   b. Staffing
   c. Scheduled commitments
   d. Time limits (deadline for decision)
   e. Comparative analysis of options (cost effectiveness)

5. Are there opportunities for cooperative planning?

6. What are public expectations and sentiments?

   a. Previous commitments
   b. Local desires (pressure groups, etc.)
   c. National desires (pressure groups, etc.)
   d. Political climate

B. Public Involvement

1. What will be the extent?

   a. Regulatory requirements
   b. Issue analysis (intensity, both internally and externally)
   c. Identified publics
   d. Geographical considerations
   e. Management expectations
   f. Budget

2. What means are available? To obtain public participation (kind of public involvement?)

   a. What are the objectives and what types of input are needed?

      1. Who
      2. When
      3. Where

   b. Can public participation for resource management planning be combined with other public participation activities (Range, Wilderness, etc.)?

3. Who will be responsible? Consider:

   a. Management style
   b. Complexity of the situation
   c. Capability of staff
   d. Availability of staff
   e. Willingness to delegate authority to conduct public participation program.

NOTE: It is necessary to think about likely end results before a line manager decides upon the degree of committment to public participation. This includes the necessity to "follow through" as advertised to publics.

C. Coordination Activities

1. What is the extent?

   a. Consistency requirements
   b. State Clearing House effectiveness
   c. Degree of involvement with other agencies
   d. Interagency agreements
   e. Issues (who's affected)
   f. Ownership pattern
   g. Adjacent BLM planning
   h. Level of political interest
   i. Support requirements
   j. Past activities

2. What means/methods are available? (Tailor to "extent" factors above)

3. Who is responsible?

   a. Protocol (chain of command)
   b. Risk
   c. Management style
   d. Complexity
   e. Capabilities of staff
   f. Availability of staff
   g. Willingness to delegate

D. Quality Control (Process, Policy, and Technical)

1. Who is responsible?

   a. Consider staff capabilities and intensity of review
   b. Authority/credibility of individual
   c. Role of individual assigned should be clearly defined

2. What are the quality control check points?

   a. Implications of required higher level reviews
   b. Aspects of plan that especially need quality control
   c. Schedule and time available

3. How will you coordinate with the State Director standard for quality control? (SD guidance, SD Policy)

NOTE: Quality control by specialists has not been effective without a definite, visible commitment by line management.

E. Level of Detail

1. What are the kinds of decisions to be made?

   a. Issues involved
   b. AM and DM expectations of plan
   c. SD guidance
   d. Allocation of resources

2. Are staff and funding adequate?

3. What are program and other requirements? (Wilderness, Range)

4. What is expected life of the plan?

   a. Commitment and implication of "front end" management direction
   b. Need for flexibility
   c. Activity program plans to follow

5. What data exist?

6. Are there decision deadlines?

NOTE: Initially an overview consideration of level of detail is necessary, i.e., the end product must be in mind before you start.

F. Allocation of Planning Resources

1. What are your budget considerations?

   a. What is needed?
   b. What is available?
   c. Estimated assurance of funding (timing, multi-year aspects) - this item is to be carefully considered, especially for the possibilities and need of ongoing funding from benefiting activities.
   d. Possibilities for redirecting funds within guidelines
   e. Ability to track expenditures and funds
   f. Past experiences in estimating workloads

2. What is your personnel situation?

   a. Who is available (technical, administrative support)?
   b. Skills required (based on law, regulations, issues, etc.)
   c. Capabilities of staff for assigned responsibilities
   d. Users of plan should be involved in its preparation
   e. Other responsibilities of team leaders
   f. Team organization (core, unified, etc.)
   g. Location of team
   h. Supervisory aspects (PFT, details, etc.)
   i. Support skills

3. What equipment and facilities are needed?

   a. Location of team
   b. How it is provided (existing, rented, borrowed)
   c. Capability of equipment to meet workload, time frames, and funding
   d. Start out with "end product" clearly in mind
   e. Product requirements - EIS, EA
   f. Kind of team and other responsibilties of team members
   g. Space needs for equipment, work room, meetings, etc.
   h. Kinds and costs of documents and where produced

Section II
Managing the RMP Process

Introduction

This section is designed for the Team Leader. It is intended as reference material and information only. It is not to be taken as mandatory guidance. The experiences of the six RMP pilots in managing the planning effort are highlighted by topics. It is hoped other team leaders can use the experiences of the pilots in the course of leading future planning efforts.

A. Planning the Effort

Basic to the general topic of process management is the completion of the preplan and a plan mockup. If an effort is planned well at the outset, false starts are minimized and the planning task is made more efficient. A preplan should be the first thing accomplished. A framework, with the standard preplan elements well thought out is necessary.

Summary of Pilot RMP Experiences

The pilot projects developed preplans in various ways. Preplans were drawn up by the Area Manager in Alturas. The Interdisciplinary Teams in Kremmling and Glenwood Springs developed their preplans while a management team of State Office, District Office, and Area Office personnel worked up the preplan for Headwaters. The Grand preplan was prepared by the District Planning and Environmental Coordinator, and the District Planning and Environmental Coordination Chief and District resources staff in Wells wrote their preplan. Extremely detailed preplanning became obsolete after the first year because of budget changes in California, Colorado, and Utah.

A mockup plan (a dummy plan showing the organization and format of the plan in useful detail) was helpful in giving the team an idea of what the final plan would look like. One common limitation to all pilot efforts was the lack of the clear visualization of what the final project would look like. A mockup at the outset could have served this purpose.

It should be pointed out that for the pilots an "action plan" was required by the Washington Office in addition to the standard preplan. In an overall review, the preplan was found to be important in laying out the structure and direction of the plan. However, it was also found that the original preplans were too detailed and elaborate in relation to the actual use of the document. Preplans should lay out clear concise action steps and provide flexibility for updating and rescheduling.

B. Interdisciplinary Activities

The planning regulations require an interdisciplinary approach be taken in planning. Under management framework planning, coordination of the various disciplines under a multidisciplinary "tunnel vision" approach

was difficult. Inefficiencies in the "woodshed" approach to resolution of conflicts were seen. To better achieve multiple-use mandates of FLPMA and to respond to NEPA requirements, an interdisciplinary approach has been implemented in the pilot RMP's.

Summary of Pilot RMP Experiences

Implementation of an interdisciplinary approach varied among the pilots. A basic "core" team representing key resource concerns, with additional input provided by other resource specialists as needed, was utilized by three pilots: Alturas, Headwaters, and Grand. The Grand effort also utilized two technical coordinators and a writer/editor. The Alturas core team varied in composition with team members being identified by issue in localized areas. The Headwaters core team represented overall key resources.

Full ID teams, as opposed to core teams, were utilized by Glenwood, Kremmling, and Wells. Glenwood Springs also utilized a technical coordinator, as did Wells during preparation of the preliminary draft, draft, and final. The Grand pilot functioned with most of the work being done by individual team members and coordinated by an interdisciplinary coordinator. Team meetings were utilized for interdisciplinary reviews. All four of these pilots relied heavily on team meetings at key review points; coordination generally was informal: one-on-one or small groups.

The consensus of the team leaders is that one of the benefits of the RMP process is the movement toward interdisciplinary resolution of issues, as opposed to the relatively noninteractive, multidisciplinary approach of the past (tunnel vision).

The Kremmling pilot found a large interdisciplinary team to be unwieldy. Consensus was difficult to achieve at times. In the opinion of the Kremmling team leader, a core team, in addition to the large interdisciplinary team is desirable.

The Grand pilot found that individual team members working alone can waste considerable time going on tangents or getting into a resource program advocacy mode. This required considerable time and effort for the technical coordinator to ensure interdisciplinary analysis. The technical interdisciplinary coordinator is essential.

Glenwood Springs found a technical coordinator is essential to ensure interdisciplinary analysis when using a large interdisciplinary team.

Wells found that Area and District Manager involvement and buy-off is essential at several stages. This becomes especially important during the formulation of alternatives and impact analysis stages in that these persons may not want the document saying or even inferring certain politically sensitive facts.

C. Orientation and Training

The pilot experiences indicate that timely orientation and training results in less staff frustration and greater efficiency in plan preparation.

Summary of Pilot Experiences

In the absence of specific Bureau guidance or new planning manuals, at the outset of planning, orientation and training for the pilot RMP's was general in nature and based primarily on the planning regulations. On-the-job training through trial and error was most often the case. A detailed step-by-step RMP mockup was prepared in Headwaters. Kremmling, Glenwood Springs, and Grand each prepared somewhat less specific step-by-step guidance to assist in starting the effort. In each pilot, because of a lack of experience with RMP's and detailed guidance, the most valuable approach seemed to be specific onsite assistance to the teams as needed. Throughout the pilots, a clear focus on the product desired appeared to be the key to the success of the effort. Flexibility is perceived to be advantageous, although major disadvantages include false starts, disorientation, and inefficiencies in resolving differing perspectives.

In each pilot there were significant difficulties due to lack of knowledge of the new process by nonteam members (State and District Office specialists in particular). Although training and orientation sessions helped some, the lack of hands-on experience of reviewers continues to present significant problems.

D. Overseeing the Public Participation Plan

The required public participation plan is a helpful planning tool. Its components are fairly specific. Assignment of responsibility for ensuring compliance with requirements is a critical element in pilot RMP organization.

Summary of Pilot Experiences

Four pilots (Alturas, Headwaters, Wells, and Grand) assigned responsibility for implementing the public participation plan to the public affairs officer or specialist. In Colorado, the team leader and district planner coordinated public participation. In Wells, the team leader took over public participation responsibility at the point when the Preferred Alternative had been selected and the preliminary draft was under preparation. This was necessary as the public affairs officer was also the Assistant District Manager for Administration, and she no longer could commit the necessary time to the effort.

Involvement by management is considered essential. Coordination of public participation with RMP action is critical. Integration with the planning schedule also is essential.

In California, public participation was also integrated with an adjacent Forest Service plan which was on a similar schedule.

As work on the Headwaters RMP progressed, the project manager/team leader assumed an increased role for implementing the public participation plan which deviated due to action plan steps not being implemented according to the original schedule. The project manager coordinated closely with the area manager for particular approaches for specific interest groups.

E. Paper Routing and Office Logistics

Paperwork is an essential product of much of the RMP effort. To ensure prompt action on reviews and quick recall capability, it is helpful to know where each paper is at all times and be able to track where it has been. There have been several methods devised for tracking paperwork. Office logistics are critical. Prioritization of work, filing systems, and recordkeeping processes are important. Several approaches are in use.

Summary of Pilot Experiences

Responsibility for paper routing and review coordination was assigned to the writer/editor in three pilots (Glenwood Springs, Kremmling, and Grand). In Alturas and Headwaters, the team leader (with the help of the technical coordinator) carried the paperwork responsibility. For Wells, it was the team leader and editor jointly.

That one person is assigned the responsibility for paperwork flow is generally considered essential. Where more than one person is responsible, coordination is critically important.

Several pilots established separate filing system and recordkeeping processes. Separation of RMP paperwork from other office functions is perceived as advantageous and more efficient.

F. Supervision and PIPR's

A key concern of team members is their supervision and PIPR evaluations. In many instances, RMP duties assigned are but a portion of the individual employee's responsibilities. Several approaches were used among the various pilot projects.

Summary of Pilot Experiences

For the Kremmling and Headwaters pilots, the team leader had full supervisory responsibilities for the time team members served on the project. For the Glenwood Springs pilot, the team leader began supervising only the editor, clerk, and illustrator because full team supervision became too time-consuming. An "informal" assignment of supervision was given to the project manager in Headwaters. The Area Manager supervised team members in Alturas and Grand. Team leaders in most cases assisted in the writing of PIPR elements. The District Manager, Assistant District Manager for Resources, and the Area Manager each supervised different members of the ID Team for Wells.

Assignment of supervisory responsibilities to the team leader achieves a staff control advantage, but it presents the disadvantage of requiring excessive time commitment beyond project management. Having two supervisors for the individual staff member on partial assignment to the project was seen as a disadvantage in Kremmling and Headwaters. In Wells, a disadvantage was seen in having the project manager responsible for the completion of the project but not possessing the supervisory authority to ensure staff time commitment. Top management (DM) commitment to the plan is essential in order to establish priorities for a multidivision team (i.e., members from various divisions or RA of a District).

Close involvement by project managers in the PIPR process has the advantages of improved supervisory control and also provides a mechanism for employees, full time supervisors, and management officials to discuss and designate.

G. Estimating Workmonths and Cost

Budgeting of a long-term project with several discrete stages, such as those encountered in the RMP process, is a crucial task. Without past examples to guide their efforts, the various approaches utilized by RMP's met with varied success as the projects progressed from step to step.

Summary of Pilot Experiences

Extrapolation from experiences gained in past MFP's did not result in accurate estimates. The most successful budget estimates were achieved by estimating workmonths by planning action and by breaking the major actions into discrete subactions, where possible. At times, this approach resulted in some high estimates, in other situations, underestimation of costs was the case.

The actual costs of the pilot experiences, while widely varied, may provide some valuable bases for the budget of future planning efforts. Refer to Section II.K. "Budgets" for a breakdown of funding and costs.

H. Providing Quality Control

Technical reviews were handled by District Office staff specialists in California, Montana, Nevada, and Utah. In Colorado, the State Office Resources Division participated in technical reviews. State Office technical reviews have been difficult, partially because of program leaders' lack of familiarity with the RMP process. (See Section II.C. "Orientation and Training".) The initial reviews in Colorado were as valuable for hands-on training of the reviewers as they were for improving planning quality. Process review was handled by State Office planning coordinators in California, Colorado, and Nevada using Resource Area and District Office staffs. In Nevada, the Area Manager and District Manager also took an active lead role in quality control. The Montana pilot utilized a steering committee composed of Area Manager, Assistant District Manager, and State Office planning coordinators who shared quality control and injected management concerns from all levels

of the organization. Having State Office on board throughout the process avoids the disadvantage seen in Nevada for surprised reactions when they were brouoght in late.

I. Coordination

To ensure consistency with other Federal, State, local, and Tribal plans, to capitalize on information that other entities have, and to improve interagency communications, it is necessary to develop active relationships between BLM and other agencies, groups, and concerned citizens. Although consistency and coordination is determined by management, the method, scheduling, and quality control of coordination activities can be developed in several ways.

Summary of Pilot Experiences

Responsibility for achieving consistency and conducting coordination activities varied among the pilot RMP efforts. In Alturas and Wells, specialists were responsible for contacts with their counterparts. The team leader and Area Manager handled contacts with the Forest Service, county planning boards, and citizen groups. The team leader and Area Manager in Kremmling, Glenwood Springs, Headwaters, and Grand were responsible for coordination in their respective projects. In Grand, the Area Manager also had local government contact responsibilities. Means of coordination to achieve consistency included mailings, special meetings with adjoining and affected entities, briefings of State agencies, and contacts with State clearinghouses. Copies of all pertinent area plans were requested and maintained for staff reference.

For Governor's review and consistency, refer to Section III.B.9. "Protests."

J. Level of Detail

Of major concern in plan documentation is the matching of level of detail to issue intensity and decision specificity. Responsibility for coordination of document uniformity is an important organization element to be clearly assigned.

Summary of Pilot Experiences

Within programs of high priority, such as wilderness, range, and coal, much of the level of detail has been defined by Washington Office through program guidance. Through the preplan and the action plan, the level of detail for other items was generally defined early in the process, particularly in the Alturas experience. The definition of issues and subsequent planning criteria were also utilized in setting parameters on the level of detail to be developed by the ID team.

An early appointment of the personnel to the interdisciplinary team and their early input was seen as an advantage in the Grand RMP experience.

The determination of decision complexity before inventory was seen by Alturas, Kremmling, and Glenwood Springs as highly advantageous in controlling the level of detail both in inventory and in analysis.

In Headwaters, the documented "District Manager's Concept of the Plan" was viewed as a good management tool for determining the level of detail in subsequent planning steps. The District Manager concept was considered a contract for work. While the other pilots did not complete a document for the District Manager's Concept of the Plan, all felt that it was valuable for management (Area Managers and, in some cases, District Managers) to clearly identify the desired level of detail of decisions early in the process.

Decision Levels of the Pilots

Table 1 provides a summary description of the kinds of decisions made in each pilot by resource issue category. This provides a reference to the level of detail of the decisions for each plan for use in future planning efforts. Although the levels of decisions varied from pilot to pilot, there was unanimous agreement that the determination of the kinds of decisions to be made is a vital early step in the scoping process.

TABLE 1
DECISION LEVELS OF PILOT RMP'S

Resource Issue Category	Pilot RMP					
	Alturas	Clemwood	Grand	Handwarers	Kremmling	Wells
Livestock/ Range Management	- Immediate minor adjustments based upon livestock removal for other resource values - Adjustment of livestock AUM's following monitoring - Identifies by allotment: - AUM target numbers - Utilization levels - Seasons of use - AMP developments - Categorization - Range improvements by subunits of the planning area	- Adjustment of livestock AUM's following monitoring - Identifies by allotment: - AUM target numbers - Utilization levels - Seasons of use - AMP development - Categorization - Range improvements	- Identifies areas acceptable for livestock use - Adjustment of livestock AUM's following monitoring - Identifies by allotment: - Initial and target stocking rates - Categorization - AMP development - Whether to maintain or improve allotments - Range improvements - Grazing use management with possible livestock manipulation techniques - Identifies target dates for significant implementation and actions - Provides monitoring intervals	- Immediate minor adjustments for Category I allotments only - Adjustment of livestock AUMs following monitoring - Identifies by allotment: - Target AUMs by preference - Identifies specific objectives (Category I only) - Categorization - Identifies tracts to remain unleased - Range improvements resource area wide - Identifies kinds of management practices to solve kinds of resource problems - Identifies priorities of implementation for Category I allotments	- Adjustment of livestock AUMs following monitoring - Identifies by allotment: - AUM target numbers - Utilization levels - Season of use - AMP development - Categorization - Range improvements	- Adjustment of livestock AUMs following monitoring - Identifies by allotment: - AMP development (primarily Category I) - Categorization - Range improvements by subunits of the planning area
Wilderness	- Recommends preliminary suitable and nonsuitable areas	- Recommends preliminary suitable and nonsuitable areas	- Provides for managing WSAs to maintain wilderness characteristics - Decisions on recommendation for wilderness designation are deferred to statewide EIS's	- Recommends preliminary suitable and nonsuitable areas	- Recommends preliminary suitable and nonsuitable areas	- Recommends preliminary suitable and nonsuitable areas
Recreation	- N/A	- Adopts ROS classes - Designates SRMA's - Maintains existing facilities - Develops new facilities to meet demands	- Identifies areas for special recreation use - Maintains existing facilities	- Identifies one area for continued use - Remainder of resource area was classified as open or closed to motorcycle events - Additional management guidance common to all alternatives	- Designates SRMA's and management objectives - Adopts classes with SRMA's - Remainder of area identified extensive use, with management objectives identified	- Designates SRMA's and RMAC's (recreation areas of management concern - Remainder of area identified extensive use - Determines facility development at SRMA's and RAMC's - Maintains existing facilities
Off-Road Vehicles	- Planning area open with restrictions placed on specific areas	- Designates areas as open, closed, or limited to ORV use - Identifies specific restrictions on "limited" areas	- Designates areas open, closed, or limited to ORV use - Identifies specific restrictions on "limited" areas	- Designates areas as open, closed, or limited to ORV use - Identifies limited areas for activity/crewel planning - Identifies general restrictions that could be applied to the "limited" areas	- Designates areas as open, closed, or limited to ORV use - Identifies specific restrictions on "limited" areas	- Designates areas as open, closed or limited to ORV use - Identifies specific restrictions on "limited" areas
Wildlife/ Terrestrial (Includes T&E Species)	- Protects special habitat areas - Habitat improvements - HMP development	- Identifies big game population numbers - Provides AUM's for big game - Protects special habitat areas - Habitat improvements - HMP development	- Protects AUMs for big game - Habitat improvements - HMP development - Protects special habitat areas	- Provisions for wildlife enhancement and mitigation are contained in livestock/range management, oil and gas, and special management areas	- Identifies big game population numbers - Provides AUM's for big game - Protects special habitat areas - Habitat improvements - HMP development	- Identifies big game population numbers - Habitat improvement - HMP development - Protects special habitat areas

TABLE 1 (cont'd)

Resource Issue Category	Pilot RMP					
	Alturas	Glenwood	Grand	Headwaters	Kremmling	Wells
Aquatic/ Riparian (Includes T&E Species)	- Provisions for riparian habitat enhancement and protection are contained in the wildlife section - No provisions for aquatic habitat	- Provisions for riparian habitat enhancement and protection are contained in the wildlife section - Identifies aquatic areas for habitat improvement	- Provisions for riparian/aquatic are contained in resource management prescriptions	- Provisions for riparian/aquatic habitat enhancement and protection are contained in range/riparian issues	- Provisions for riparian habitat enhancement and protection are contained in the wildlife section - Identifies aquatic areas for habitat improvement	- Provisions for riparian habitat enhancement and protection are contained in the wildlife section - Identifies aquatic areas for habitat improvement
T&E Plants	- Identifies areas for protection	- Protection provided as part of standerd operating procedures (management guidance common to all alternatives)	- Protection provided as pert of standerd operating procedures	- Protection provided as part of standard operating procedures (management guidance common to all alternatives)	- Identifies areas for protection	- Protection provided as part of standerd operating procedures (management guidance common to all alternatives)
Wild Horses	- Provisions for wild horses management contained in range	- N/A	- N/A	- N/A	- N/A	- Designates wild horse herd management areas - Provides for management of numbers of wild horses within a population range - Range improvements
Visual Resource Management	- N/A	- Designates VRM classes - Manages VRM classes according to class objectives	- Provisions made in other program actions to maintain visual quality	- Identifies specific subunits for class II guidelines - All other areas evaluated in activity plans	- Designates VRM classes - Considers VRM classes in other management practices	- Provisions in other program actions to maintain visual quality - VRM completed but no designations as part of RMP
Coal	- N/A	- Identifies lands unsuitable for surface mining or occupency - Designates areas as acceptable for further consideration of coal leasing	- N/A	- Identifies lands unsuitable for surface mining or occupency - Designates areas as acceptable for further consideration of coal leasing	- Identifies lands unsuitable for surface mining or occupancy - Designates areas as acceptable for further consideration of coal leasing	- N/A
Oil & Gas	- No specific designations, restrictions based on future site-specific EA analysis.	- Designates areas for no lease, NSO, special stipulations, and standerd stipulations - Identifies special stipulations	- Designates areas for no lease, NSO, special stipulations, and standerd stipulations - Identifies special stipulations	- Designates areas for no lease, NSO, special stipulations, and standerd stipulations - Identifies special stipulations	- Designates areas for no lease, NSO, special stipulations, and standard stipulations - Identifies special stipulations	- No specific designations, restrictions based on future site-specific EA analysis. Seasonal restrictions to protect wildlife habitat
Other Leasables	- No specific designations for geothermal restrictions based on future site-specific EA analysis	- N/A	- Identifies areas of leasable materials	- Provides standard operating procedures for geothermal (management guidance common to all alternatives)	- N/A	- N/A
Salesables	- Standerd operating procedures for material sales (management guidance common to all alternatives)	- Identifies areas closed to material sites	- Identifies areas for materiel sites	- Standard operating procedures for sale of sand and gravel (management guidence common to all alternatives)	- Identifies types of areas suitable for material sales - Identifies areas closed to material sales	- N/A
Locatables	- Area open with standard operating procedures (management guidance common to all alternatives)	- Identifies areas for withdrawel and to remain open	- Identifies areas for withdrawel and to remain open	- Identifies areas for withdrawel and to remain open	- Area open with standard operating procedures (management guidance common to all alternatives)	- Area open with standard operating procedures (management guidance common to all alternatives) - Seasonal restrictions to protect wildlife habitat

TABLE 1 (cont'd)

Resource Issue Category	Pilot RMP					
	Alturas	Glenwood	Grand	Headwaters	Kremmling	Walls
Lands	- Identifies specific parcels for potential disposal	- Identifies areas for retention or disposal	- Identifies areas for retention, further study, and consideration for disposal	- Identifies zones for retention, further study, and consideration for disposal - Identifies exchange as primary method of disposal - Provides specific criteria for retention, disposal, and acquisition of specific tracts within zones	- Identifies tracts for retention, sale, exchange, or transfer	- Identifies zones for retention or disposal - Identifies sale as primary method of disposal
Access/ Transportation	- N/A	- Identifies specific areas needing access - Identifies areas for road maintenance or new road construction	- Identifies specific areas for easement acquisition	- No tract-specific proposals for access were identified. Included a brief provision that general priorities for future access acquisition lie within delineated land retention zones (management guidance common to all alternatives - No specific transportation routes identified. Some restrictions were identified for existing and future roads	- Identifies types of lands requiring access for different uses and general areas within each type - Defers to activity planning the development of transportation plan	- Identifies specific legal access needs as priority for acquisition
Corridors/ Utilities	- Designates use of existing corridors - Rest of area open with standard operating procedures (management guidance common to all alternatives)	- Designates areas as suitable, sensitive, or unsuitable	- Designates utility corridors and identified areas to be avoided	- Designates exclusion, avoidance, and window areas for areas of concern - Remainder of Resource Area considered available	- Identifies areas unsuitable; rest of area open with standard operating procedures (management guidance common to all alternatives)	- Designates corridors and identifies planning corridors
Timber	- Identifies areas for intensive management - Places restrictions on practices based on other resources	- Identifies areas for intensive management - Places restrictions on practices based on other resources	- N/A	- Identifies area not available for management - Identifies acreage of set asides - Specifies allowable cut - Identifies priority management areas - Special provisions for one area of concern	- Identifies productive forest land suitable for management - Identifies productive forest land unsuitable for management because of environmental constraints - Recommends reclassification of allowable cut based on the suitable intensive management acreage	- N/A
Woodlands	- Identifies areas open to cutting with SOP's (management guidance common to all alternatives) - Identifies specific areas for cutting to benefit wildlife	- Identifies areas for management	- N/A	- Identifies areas of availability - Identifies set asides	- Identifies limited management on woodland areas	- Identifies areas open to cutting with SOP's (management guidance common to all alternatives) - Identifies specific areas for cutting to benefit wildlife
Areas of Critical Environmental Concern	- Considered designation	- Considered, designated 6	- N/A	- Considered designation for some WSA's and other areas of concern - Designated 1	- Considered designation	- Considered, designated 1

TABLE 1 (cont'd)

Resource Issue Category	Pilot KMP					
	Alturas	Glenwood	Grand	Headwaters	Kremmling	Walls
Paleontological Resources	- See cultural section	- Identifies areas with high potential for protection	- N/A	- N/A	- Identifies areas with high potential for protection	- N/A
Special Management Areas	- Considered SMA's; designated 1 RNA	- Considered SMA's; designated 1 natural environmental area	- Considered SMA's; designated ONA's	- Considered ONA's and recreation lands; designated ONA's and ORV use areas	- Considered SMA's; designated 2 RNA's	- See recreation section
Cultural	- Identifies areas for cultural resource management and national register designation - Identifies areas for CRMP development	- Identifies areas for cultural resource management and national register designation - Identifies areas for CRMP development	- Handled in SOP's	- Handled in SOP's (management guidance common to all alternatives)	- Identifies specific areas for management for protection	- Handled in SOP's (management guidance common to all alternatives)
Soils/ Watershed	- Identifies areas for intensive watershed maintenance and improvement - Identifies specific areas for EMP development	- Prepares water quality plan - Manages 4 areas to improve water quality - Increases water yield through design features on other proposals - Conducts experiments on water yield increases - Protects critical watershed areas	- Identifies critical watershed areas - Establishes goals for improvement/ maintenance - Directs development in activity plans	- Handled in SOP's (management guidance common to all alternatives)	- Sensitive watersheds identified. Management achieved through other program activity plans - Identified streams needing improvement to meet minimum water quality standards	- Handled in SOP's (management guidance common to all alternatives)
Fire	- Fire identified as a management tool to achieve other program goals	- Designates fire management zones	- Fire identified as management tool to achieve other program goals - Designates areas for limited suppression - Identifies fire management goals	- (SOP) management guidance common to all alternatives	- Protection priorities identified - Fire identified as management tool to achieve other program goals	- (SOP) management guidance common to all alternatives
Air	- Handled in SOP's (management guidance common to all alternatives)	- Inventories air quality to establish baselines - Ensures proposals comply with air quality regulations	- Handled in SOP's (management guidance common to all alternatives)	- Handled in SOP's (management guidance common to all alternatives)	- Handled in SOP's (management guidance common to all alternatives)	- Handled in SOP's (management guidance common to all alternatives)
Cadastral	- N/A	- Identifies support requirements	- Identifies support requirements	- SOP (management guidance common to all alternatives	- Identifies support requirements	- N/A

K. Budgets

The costs of most pilot RMP's were supplemented along the way by various subactivities, in addition to 4410. In more than one instance, this "soliciting" of funds resulted in some programming problems for those other supporting subactivities. Since project codes were not initially assigned to specific RMP's, obtaining highly accurate cost information was difficult. Table 2 gives specific cost information by RMP. Figures shown for the aggregrated RMP steps show considerable variation, probably due to some unique situations for each RMP. The total cost figures are judged the most meaningful.

Table 2 - COST ESTIMATES FOR THE PILOT RMP'S

(Excludes inventories and travel; includes document production, all costs are approximate.)

		Planning Steps - Cost in $				
RMP	Total Cost $	Preplanning, Issue Identification, Planning Criteria	Analysis of the Management Situation	Alternative Development Including Draft RMP/EIS	Final RMP Including Final EIS, ROD, Protests	Remarks
Alturas	166,623	37,173	51,100	66,400	11,950	Does not include costs funded by subactivities other than 4410; does not include protests or ROD
Glenwood Springs	793,276	168,000	280,500	226,600	118,176	4410 funding supplemented by Wilderness, Coal Mgmt., Range Mgmt., subactivities
Grand	Approximately 500,000 to 750,000	[No estimates made by planning steps]				$320,000 funded by 4410 subactivity
Headwaters	478,440	39,200	70,200	305,440	63,600	4410 funding supplemented by Coal, Geothermal Steam, 18 workmonths
Kremmling	421,000	23,000	132,000	171,000	95,000	4410 subactivity funded 60% workmonths, other 40% funded by Range Mgmt., Coal Mgmt., Wilderness
Wells	550,000	180,000	60,000	250,000	60,000	4410 funded 85%, 15% funded by other subactivities. Does not include ROD.

L. Time Frames

All the pilots developed schedules with target dates for completion of the various planning steps. In most cases, adjustments to the schedules were necessary because of difficulty in implementing the planning regulations without detailed guidance, review problems, or budget limitations.

Summary of the Pilots

Most of the pilots required 3 years to develop the draft RMP/EIS from the date the preplan was started. (Range: 1 year for Grand to 4 years for Wells.) An average of 7 months lapsed between the release of the draft and release of the final (Range: 4 months for Glenwood to 15 months for Kremmling).

All pilots felt that developing their plans in the absence of formal guidance caused them significant delays due to backtracking, confusion, and redoing. Particularly difficult and time-consuming to all was the development of planning criteria and for most, alternative formulation was a drawn out process.

Glenwood Springs and Wells felt that their Management Situation Analyses (MSA's) were too detailed with too much time spent on their development. Glenwood Springs lacked adequate inventory data so they decided to develop a more detailed MSA.

Kremmling, Headwaters, Wells, and Grand were delayed because additional grazing information was needed to meet the NRDC suit requirements. These changes were made in the final.

Alturas was delayed because initial efforts to develop a joint plan with the Forest Service were abandoned after 6 months work.

Glenwood felt that extensive revision required after DO and SO reviews of the draft caused them significant delays.

Grand felt that their schedule did not allow for adequate editing prior to printing resulting in numerous errors in the document.

Those pilots involved in resolving protests felt that too much time was taken to achieve this (4 to 6 months).

There was a strong feeling that most pilots spent too much time on issues, planning criteria, and MSA; often to the detriment of the environmental analysis and writing of the draft. It was critical to have enough time to complete those steps properly.

Some items to consider as potential time savers are:

1. Develop State Director guidance or set up generic planning criteria that will help future RMP efforts in developing plan-specific planning criteria.

2. Define and insure a clear understanding of the level of detail of your plan at the earliest possible time. Tailor plan development accordingly.

3. Avoid major inventory efforts after plan has started. Get a "buy-off" from management on adequacy of information at the beginning of the process. (Minimum amount of information needed to make the decision for the level of planning you are doing.)

4. Talk to people who have worked on RMP's.

5. Maintain close coordination with everyone involved with the plan including reviewers and management. This will avoid surprises and reduce back-tracking after reviews.

6. Have adequate typing and editing skills at the disposal of team leader.

7. Keep number of alternatives at a reasonable number (five or less including preferred).

8. Have a centralized source of expertise on cartography, printing, and mailing.

9. Examine the potential of computerized mapping capability for developing alternative maps.

10. Develop better guidance for preparing the environmental consequences of land-use decisions that have general (not site specific or hard to quantify) impacts.

M. Reviews

The level and types of reviews varied among all of the pilot efforts. The general lack of knowledge of the RMP process by reviewers made this a learning process, not only for reviewers but also for the preparers. There was considerable concern and differences, in some cases, as to what goes into an RMP.

Informal reviews were conducted through coordination between pilots and District Office and/or State Office planning coordinators. Other reviews were completed by DO and SO program leaders working one-on-one with team members; SO resources staff and DO resources staff reviews; and organization of steering committees. Planning steps commonly reviewed were the preplan, MSA, formulation of alternatives, the preferred alternative, and environmental consequences.

Formal reviews common among the pilots were completed on the PDEIS, Final EIS/RMP, and protest responses. Briefings were generally given to the State Director and District Manager. Although reviews varied, the approach proved beneficial at whatever level it was completed. The reviews were constructive and often assisted the team in coming to agreements on format, content, process, etc. In most cases, the involvement of management came at the review stages. It is important to get this involvement early to alleviate revisions later in the process.

Section III
Applying the RMP Process

Introduction

This section gets into the "nuts and bolts" of actual plan preparation. Individual pilot experiences with preplanning and the resource management planning process steps are summarized below. Some conclusions are drawn as to the merits of various pilots' approaches to each of the steps, followed by some general conclusions as to the lessons learned in the pilot experience. At the end of this section are six subsections, one for each pilot RMP, which present the pilot experiences in detail. The detailed material enables the reader to follow each pilot effort through in a logical sequence.

A. Preplanning

1. Major Driving Programs

Grazing (NRDC) lawsuit) and wilderness EIS requirements were the driving programs for all six pilots. Coal was a major consideration for Glenwood Springs and Kremmling. Each pilot had outdated or unfinished MFP's.

The grazing and wilderness requirements resulted in a level of detail being imposed on the pilots which substantially modified initial expectations. Grazing and wilderness requirements also resulted in two issues being added which may not have been of concern to local publics.

2. Preplanning Analysis

All pilots prepared a Preplanning Analysis (preplan). Preplans were prepared before the RMP process was clearly understood, so they frequently fell short of providing what was needed to guide the effort. However, they were useful for facilitating management understanding and commitment, determining staffing needs and funding, and establishing roles, responsibilities, and schedules. All pilots felt it essential to view preplans as being flexible and as a guide, not as a set of commandments.

3. Public Participation Plan

All pilots prepared public participation plans. These plans generally were followed and have proven useful.

Public participation plans were incorporated into preplans or action plans and tied planning process points to public participation actions. All pilots agree that these plans should be kept fairly general.

4. Notice of Intent (NOI)

All pilots issued general NOI's at the outset of the RMP process. Because it was so early in the game, specific issues and plan alternatives could not be identified. These initial NOI's were premature and did not convey detailed information.

Grand issued a second NOI for the EIS which identified the specific issues and stated that alternatives would be discussed at scoping meetings. Opinion of the participants who prepared this Reference Guide was divided as to whether this second NOI was a good idea or not. The best solution may be to ensure the original NOI states that alternatives will be developed and an EIS prepared.

5. Mock-up

All pilots prepared RMP/EIS mock-ups at the request of the Washington Office. Four pilots also completed mock-ups of the Management Situation Analysis. Mock-ups were prepared just prior to the actual preparation of documents--issues and planning criteria had to be identified prior to mock-up preparation.

Mock-ups are universally regarded as valuable. They give team members their first clear idea of the document format. Once the Bureau settles on a standard format, mock-ups may be less essential, but they could still be useful to identify map and appendix requirements and serve other internal purposes.

B. Planning Process Steps

1. Identifying, Screening, and Determining Significance of Issues

Several pilots found that the public needed guidance and direction to focus on issues; a totally unstructured setting resulted in confusion. Individual contacts with interest and user groups, local government entities, and other key players may be far more productive and efficient. One suggested approach is to tell the public what an issue is and give a couple of actual examples, then open the matter for discussion. A brief description of how BLM is managing programs and issues in the local area could also be helpful.

Another problem area was having too many issues or issues being too broad in scope. Definitions of issues varied widely and resulted in widely varying numbers of issues being carried forward. Grand's approach was to state up front that if an issue could not be pinpointed on a map it was not an issue; this worked generally, but did not apply equally well to all issues. Other pilots were concerned that if specific locations were identified, problems would arise if some were left out. It cannot be overemphasized that the number and specificity of issues affects the complexity of subsequent stages of RMP development.

All pilots used a formal, documented issue tracking system. Public input was analyzed and tracked into issue identification. It was found that the public did not raise all issues felt to be important by the pilots--some issues were formulated by the resource area staffs. This, in turn, resulted in a few instances of resource advocacy.

2. Developing the Planning Criteria

For the pilots, planning criteria identification or development was possibly the most confusing, frustrating, and time-wasting part of the process. Some pilots started with criteria derived from laws, policy, and other guidance. Some developed process and decision criteria based on the anticipated nature of decisions to be made.

The pilot experience suggests that it may be useful to have the Washington or State Offices issue a set of general planning criteria based on policies and regulations. This would avoid having individual districts spending several months developing similar criteria. General criteria could be supplemented with specifics by individual districts.

The necessity of having a formal, separate planning criteria step was questioned. In any event, having a general, generic set of planning criteria guidelines (not requirements) would simplify the process considerably.

Most pilots continued their issue tracking system into planning criteria formulation. This approach was considered useful.

Publishing of planning criteria seemed only to confuse the public. Few responses were received, presumably because people had little understanding about planning criteria and their use.

3. Inventory and Data Compilation, Collection, and Storage

Baseline inventories were frequently out of sync with the planning effort since inventories were well underway prior to Pilot RMP designations. As a result, some data gaps were unfilled and some data were not immediately useful to the RMP.

Data compilation and storage is important and also very time consuming. It is very helpful to organize and store data so it is accessible and useable and to summarize data so it is more comprehensible. This avoids having to call a former summer temporary employee to get needed information. An inventory information summary with a comprehensive table of contents or index is suggested as an approach.

Management buy-off in advance on the type and level of inventory data collection is a key point. As much as possible, inventory decisions should be documented during the preplanning analysis to avoid later difficulties arising from resource specialists demanding more data.

4. Analyzing the Management Situation

The pilots generally used the same approach, though levels of analysis differed somewhat. Most started with a profile of the existing situations, talked about current use or management, and ended with a discussion of capabilities or opportunities to feed into alternative development.

Most Management Situation Analyses (MSA's) were organized along program or resource lines, e.g., lands, livestock grazing, etc. Grand organized their MSA by planning issues and found they were not getting enough coverage of some of their high potential grazing allotments for grazing EIS purposes. The scope of the RMP was expanded to cover these.

Resource Areas were subdivided into smaller units by several pilots during the capability analysis to make data more manageable. This received mixed reviews by workshop participants. It was generally considered useful in initial formulation of alternatives, but not worth carrying forward into actual documentation and publication because it was felt this would create confusion without communicating useful information to the public.

A point of agreement is that the team should have general alternatives in mind to guide and focus the capability analysis. Otherwise, the team ends up with much wasted effort and useless material.

In general, the better an idea the team has of the end product, the more focused and logical the entire RMP process is.

5. Formulating Alternative Plans

As discussed in the preceding step, an approach used by all the pilots was to designate subunits within the resource area, with the idea that the final preferred plan could be an overall combination of different alternatives (for example: livestock production for area A, resource protection for areas B and C, and no action for area D).

However, only Wells carried this subunit approach through the draft RMP/EIS stage. In other instances, it was felt the inclusion of information on subunits would only result in confusion and the conveying of unnecessary information. Tying alternatives back to resolution of specific issues and alternatives in the final document could present a problem.

The necessity for a formal conflict analysis process; e.g., structured worksheets, matrices, etc., was debated by the people preparing this Reference Guide. If many conflicts or a complex mix of resource uses are present, a formal process would be necessary. When few conflicts are present, the alternatives may be readily apparent upon completing the MSA.

One suggested approach is to formulate tentative alternatives immediately after issue identification to help guide and focus all subsequent stages. This can be done either formally or informally with appropriate documentation. However it is done, it seemed to provide a greater focus for the team particularly during the MSA. In general, it was felt that this did not unduly constrain the alternatives too early, as long as some flexibility for change was allowed.

It was generally found to be helpful to develop detailed management goals and objectives for each alternative and then determine the specific management that would result.

6. Estimation of Effects of Alternatives

Three of the pilot RMP's (Glenwood, Kremmling, and Grand) used Pete Haug's assessment forms to aid their interdisciplinary team in analyzing impacts. The Butte, Montana, District did not use these forms for the Headwaters RMP but they are in the next RMP in the District. Those who used these forms felt they greatly aided the ID team in keeping on track and that they "left trails" for others to follow later.

Both Wells and Alturas used "bullets" or "impact" statements in their RMP's. Alturas found that these did not provide enough information on how the impacts were derived and, therefore, their impacts were rewritten in narrative form between the draft and final. Wells, however, provided "impact" statements but followed them with detailed analysis for the reader to study. This was similar to what Alturas ended up with in their final.

Wells analyzed alternative plans both on a geographic subunit basis and on a resource area-wide basis. This enabled a reader to know the impacts on a portion of the resource area as well as the entire RA. It also led easily to analysis of cumulative impacts.

All pilots mentioned that interaction among ID team members is essential and most felt that use of some sort of EA matrix such as Pete Haug's is helpful.

7. Selecting the Preferred Alternative

The pilots generally used the same approach, though levels differed somewhat. The preferred alternative was selected by the District and Area Managers with input from the team leader and interdisciplinary team.

Most pilots utilized some form of decision criteria (written or conceptual) as guidelines to select the recommendations in the preferred alternative.

The probable environmental impacts and consequences of each alternative were also an important factor in selecting a preferred alternative. However, only the Glenwood Springs and Kremmling pilots completed their impact analysis on the alternatives prior to selection of a preferred alternative.

Selecting a preferred alternative is best achieved by utilizing cooperative input from management and the ID team. The team members then feel that they had input into the decision and management understands the implications of their decisions.

8. Selecting the RMP

All pilots received numerous comments on their draft RMP/EIS. Although comments were directed toward all resources, the majority dealt with wilderness proposals, public land disposal, and grazing management decisions.

Most of the pilots made only minor changes from the preferred alternative in the DEIS to the proposed plan in the FEIS. This allowed the FEIS to use an abbreviated format, displaying only the proposed plan and referencing the DEIS.

Alturas made major revisions to their DEIS (Chapter 4, Environmental Consequences), and published the entire document again, with responses and proposed plan in the FEIS.

Grand developed two additional subalternatives in the FEIS based upon comments to the DEIS. The new alternatives dealt with livestock requirements.

Kremmling experienced difficulty in combining the grazing EIS and RMP. This occurred because the two were not compatible with the level of detail for which the plan was designed.

The comments and related responses to the DEIS provide the basis for selecting the RMP presented in the FEIS.

The abbreviated format for the FEIS is encouraged if significant changes to that draft are not required. The abbreviated format eliminates redundancy of information and lowers the overall costs. However, final publication should result in a complete documentation of "The Resource Management Plan" that can be generally distributed and used on a day-to-day basis without the necessity for undue reference of previous documents.

9. Protests

In all cases, field level personnel have prepared draft responses to protests. These have typically been sent through the District Manager to the State Office, and then on to Washington. The exception is that the Moab District sent their input on Grand RMP directly to Washington, bypassing the Utah State Office. It is felt that field personnel should prepare initial responses because they have the best information at their disposal. However, these should be reviewed at all levels prior to signature by the Director.

The Glenwood RMP did not have a Governor's consistency review as their final RMP/EIS was released prior to this requirement. Wells and Kremmling RMP's began the 60-day Governor's review at the same time as the 30-day protest period on the final RMP/EIS. Alturas began its Governor's consistency review after the conclusion of the protest period. They also sent a copy of the draft Record of Decision to the Governor. Headwaters began the Governor's consistency review during the 90-day comment period on the draft and extended it for 15 days past the end of the comment period.

No clear Bureau guidance has been prepared covering this step. The pilots seemed to generally use different methods. Most responses from the Governors have taken longer than expected.

10. Decisions

As of May 1984, only Glenwood and Headwaters have completed decision documents. Kremmling and Alturas have an outline on a fairly well-defined approach planned, while the other two have general ideas of their intent but have not progressed to that point yet.

There is considerable variation in how the Decision Document is being handled. Glenwood prepared a fairly detailed complete summary of the plan including maps for reference use by both the public and the staff. Kremmling and Alturas plan a similar approach. All will rely heavily on material taken from the final RMP/EIS. Headwaters prepared a very brief Decision Document using extensive referencing to the final. Glenwood's included a prioritized implementation schedule by program (including support needs) to tie the plan more closely to the budget process.

In general, the tradeoff seems to involve the need or utility for a fairly detailed presentation of the plan for reference versus the cost of preparing an additional document. The Glenwood Decision Document was probably the most detailed and required about 7 workmonths to prepare and $5,000 to print. The Area Manager believes that it is a valuable tool, both for the public to use and for staff to "throw in the back of the pickup and take to the field." Others would question the need for another document and would use the draft and/or final RMP/EIS for the same purposes using the Decision Document principally to meet the regulatory requirement. This can be done more readily if the final is published in full and no changes are made as a result of protests or if there are no significant changes to the draft.

11. Monitoring

Monitoring is intended to provide feedback on the actual operation of the plan: to determine whether objectives are being met, if expected levels of impacts are occurring, and if any amendments or maintenance to the plan may be necessary. All plans intend to use these monitoring guidelines, but most have not yet developed monitoring plans. Some have (Glenwood), or intend (Kremmling) to incorporate a monitoring plan in the Decision Document. Headwaters will have a separate monitoring plan during FY '85. Grand, Alturas, and Wells have monitoring programs planned along the guidelines listed above. Glenwood has developed a monitoring form (see appendix to Glenwood discussion) and has begun using it for routine maintenance.

In general, it is too early to make observations regarding the monitoring process since only Glenwood has begun at this point.

C. Conclusions - Lessons Learned

Following is a list of major lessons learned that was developed by the team representatives of the May 1984 work group. The section highlights planning techniques that worked well, what to avoid, ongoing problems, recommended approaches, and assistance the Bureau should provide. Not all of the lessons learned were applicable to all pilots, but the team felt these were the most common among the planning efforts.

Techniques That Worked Well:

- Providing the program specific EIS information in supplement documents, or as sections in the Appendix.

- Providing a description of actions which would be common to all alternatives in Chapters 1 or 2 of the document before describing the alternatives.

- Emphasizing tables, graphs, and maps as a way to present information.

- Providing some means to keep the public informed throughout the planning process (newsletters, public contacts, etc.).

- Utilizing a technical coordinator and a writer/editor or editorial assistant on the planning effort.

- Assuring management is kept involved in the planning process.

What To Avoid:

- Spending excessive time identifying issues, developing planning criteria, and preparing the management situation analysis. (However, a clear understanding of what the issues are is very important.)

- Attempting to produce the ultimate product for any given process action before initiating other actions. (Expect to revisit each process action several times during the overall effort.)

- Scheduling inventories to provide information after planning has been initiated.

- Using the management situation analysis information as an inventory summary.

Recommended Approaches:

- Assure NEPA and planning are fully integrated from the onset.

- Involve support personnel (work processors, graphics, etc.) in layout decisions.

- Impress upon specialists the need to make professional judgments.

- Involve WO, SO, and DO program staffs in planning efforts at early stage (no later than at alternative development).

- Develop State Director guidance or set up generic planning criteria that will help future RMP efforts in developing plan-specific planning criteria.

- Define and ensure a clear understanding of the level of detail of the plan at the earliest possible time. Tailor plan development accordingly.

- Talk to people who have worked on RMP's.

- Maintain close coordination with everyone involved with the plan, including reviewers and management. This will avoid surprises and reduce back-tracking after reviews.

- Have adequate typing and editing skills available for the team leader.

- Keep the number of alternatives to a reasonable number (five or less including the preferred).

- Have a centralized source of expertise on cartographics, printing, and mailing.

- Provide computerized mapping capabilities for developing alternative maps.

- Develop better guidance for preparing the environmental consequences of land-use decisions that have general (not site specific nor hard to quantify) impacts.

Ongoing Problems:

- Printing procedures are not clearly defined. No central contact to provide guidance.

- Cartographic support and techniques are not well defined.

- Need for better understanding of word processing capabilities (potential to do camera ready copy that compares to type set).

- Funding of RMP process activities is not clearly defined and has to be decided on for each effort as the effort progresses.

- Scheduling inadequate time for document preparation and slippage of early planning steps combined with inflexible deadlines for the end product, has often resulted in preliminary review drafts and even printed drafts being thrown together hurriedly. It is recommended that more time be scheduled for document preparation to improve final printed quality.

- Responses to protests are slow, resulting in plan approvals being delayed for several months.

Assistance The Bureau Should Provide:

- Provide uniform direction on printing and graphics procedures.

- Produce aids on: Developing issues, using analysis forms and impact analysis techniques, comprehensive nature of plans and relationship to the issue driven concept, formulation and display of alternatives (zoning, management prescriptions, program options, etc.).

- Develop a handbook on techniques for accomplishing the nine actions in the planning process.

- Provide program specific RMP output expectations from the WO progrm perspective.

A. Preplanning

1. Major Driving Programs

Two programs covered in the Grand RMP are major driving programs by themselves:

a) the Wilderness Review Program (Study Phase), and

b) the court-mandated Grazing EIS.

The Wilderness Review. Although the wilderness study will be conducted at the Resource area and District levels in Utah, the Wilderness EIS will be completed by an I.D. team at the state level. The complexity of the process for the Grand RMP is increased by wilderness, because of the difference in scheduling. The Grand RMP is scheduled to be complete near the end of FY 1983; while, the statewide wilderness EIS is to be complete at the end of FY 1984. The wilderness study will be developed through the RMP through the preferred alternative stage and incorporated into the statewide EIS.

The Grazing EIS. This will be an integral component of the Grand RMP/EIS. The incorporation of the grazing EIS adds considerable scope to the RMP/EIS in coverage of high potential grazing allotments that were not covered in the issues but are required to meet the court-mandated EIS specifications.

Other programs Identified. During the preplanning and inventory phases, input was requested from the public, BLM staff, and local, state, and Federal agencies. The purpose of identifying issues and related resource management programs to be incorporated into the RMP. Since this was before an RMP team had been appointed, the services of individual staff members from the area and District offices were obtained to assist in the process of assembling and evaluating the input. The issues and the associated resource programs were identified in the Action Plan. The public input evaluation procedures provided for tracking to the issues.

2. Preparing the Preplan

a) Approach Tried

(See b).

b) Approach Settled On

Approach tried (and adopted) was to assign appropriate parts of the preplanning analysis to individual resource specialists. An analysis was conducted, using a predetermined process. The Chief of Planning coordinated with individuals on the staff in

ensuring that public concerns were identified and incorporated into the issue identification process. He also retained overall authority in the process. The evaluations were assembled in a binder and were used in conjunction with the Action Plan to serve as a preplan for the issues.

c) Pros and Cons

There were no real advantages to this approach. It was the only way that it could be done at the time.

d) Retrospect

It should have been done by an I.D. Team under the direction of a full-time team leader.

3. The Public Participation Plan

a) Approach Tried

(See b).

b) Approach Settled On

The public participation plan was prepared in conjunction with the Action Plan by the Public Affairs Specialist in cooperation with the Chief of Planning. The plan is quite general but identifies the key publics and other key entities, and provides a framework for obtaining public input at proper points.

c) Pros and Cons

The approach adopted has the advantage of utilizing the services of a skilled public affairs person in preparing the plan and coordinating its operation. A slight disadvantage might be that it requires additional internal coordination.

d) Retrospect

We would use this approach again.

4. Notice of Intent

a) Approach Tried

(See b).

b) Approach Settled On

Three notices of intent were issued in the Federal Register for the RMP:

- Two for the Notice of Intent to start the planning effort;

- One for the NOI to prepare an RMP/EIS.

The first two were designed to comply with the Planning Regulations; while the last was for the purpose of complying with EIS requirements.

The first NOI announced the intent of starting planning on the MFP update. This had to be corrected by issuing a second to announce the change to an RMP. The last announced the intent to begin the preparation of the combined RMP/EIS. It was designed to comply with planning and CEQ requirements and included:

1) An identification of the planning action;

2) an identification of the authorities under which the action is being taken;

3) a description of the Grand Resource Area;

4) an identification of the planning issues;

5) a statement that the planning issues and criteria had been revised since the start of the RMP;

6) a source where copies of the above can be obtained and a location where other documents may be viewed;

7) a description of the disciplines represented on the interdisciplinary team;

8) a request for public participation and comments;

9) the date, times and location where public meetings will be held.

The Team Leader drafted the contents of the notice, which was reviewed by the Chief of Planning and the Area Manager. The Public Affairs Specialist (who is responsible for issuing news releases and F.R. Notices) prepared the Federal Register Notice and submitted it for publication.

c) Pros and Cons

This approach worked well.

d) Retrospect

We would use it again.

B. Process Actions

1. Issue Identification

a) Approach Tried

The initial attempt at issue identification and planning criteria development was made before the ID team was organized. It was apparent that issues and criteria both needed to be reviewed by the ID team after it was formed, since the ID team as organized, had not previously been able to review them as a team. Also, more guidance was then available. The first approach was that of having members of the team review the planning issues and criteria individually and make revisions according to their individual concepts. These were discussed by the individuals and the team leader in review sessions, and in small groups. A basic premise adopted for issue identification was that an issue should be mappable. If it couldn't be mapped, it probably wasn't an issue.

b) Approach Settled On

It became apparent that more complete team interaction was needed to ensure that the planning issues were reviewed and finalized from an interdisciplinary perspective. The approach adopted was more successful in obtaining team interaction. It involved:

1) individual review and revision combined with;

2) team leader/resource specialist conferences;

3) group interaction sessions; and

4) entire team interaction sessions.

The entire team was given the benefit of the best guidance available through written instructions and briefing sessions. The team planning issue was defined and examples were circulated to encourage uniformity. All of the initially identified issues were examined and discussed in detail. The Area Manager took part in all of the team meetings.

c) Pros and Cons

The result was a much more interrelated product.

The disadvantage may have been that it consumed a lot of time.

d) Retrospect

We feel the approach finally adopted was the best for our purposes.

2. Developing the Planning Criteria

a) Approach Tried

(See b).

b) The Approach Settled On

The approach to developing planning criteria was primarily the same as that for issue development since the planning criteria finalization included review and revision of those that had been developed initially during the preplanning and the beginning of the inventory. The planning criteria were used to guide inventory efforts and identify data gaps. They also acted as "side boards" in the identification of management decisions needed and developing questions for the MSA.

c) Pros and Cons

Advantages and disadvantages are similar to those identified for issue identification (See 1c).

d) Retrospect

We would use this approach again.

3. INVENTORY ANALYSIS

a) Approach Tried

(See b).

b) Approach Settled On

The inventory analysis was made, using the planning criteria and questions for MSA as parameters and goals. Each resource specialist assembled a reference file and provided the CORE TEAM* with a reference summary. Data gaps were identified. This was incorporated into the MSA. It was necessary to expand the scope of the RMP to include high potential grazing allotments that were not included in the existing planning issues.

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*The RMP Team was reorganized at this point. It consists of a "core team" (Consisting of a team leader, technical coordinator, and writer editor) and resource specialists. The "core team" is essentially full-time and coordinates the preparation (including interaction functions) of the RMP/EIS. The resource specialists provide the basic Issue/Resource related input for the RMP.

c) Pros and Cons

This permitted the individual resource specialists to adapt the inventory analysis directly to the issues assigned to them and add to their inventory individually according to data gaps identified.

Disadvantages-the inventory material is more widely dispersed and requires more coordination in use.

d) Retrospect

Inventory summaries and analyses should start earlier than we were able to.

4. ANALYSIS OF THE MANAGEMENT SITUATION (Or MSA)

a) Approach Tried

(See B).

b) Approach Settled On

By the time the Grand RMP reached the MSA stage, more guidance was available and we were able to consolidate our efforts into one approach.

The process included:

1) preparing a mockup of the MSA. (This greatly aided the team in identifying the end product and provided them with a framework to use in preparing their indivi diual sections).

2) Completing the MSA in rough draft (This involved interaction sessions).

3) Circulating the rough draft for staff comment in the Area and District offices, as well as the USO.

4) Finalizing the MSA as a team in a series of interaction sessions.

The analyses in the MSA are (in outline form):

I. CURRENT MANAGEMENT SITUATION
A. Present Conditions and Trends
B. Present Management Practices
C. Mandates and Authorities for Use and Protection
D. Social and Economic Considerations
E. Present Demands and the Capability to Meet Them

II. ANALYSIS OF FUTURE DEMANDS, OPPORTUNITIES AND CAPABILITIES
- A. Opportunities to Meet National and State Director Goals and Resolve Planning Issues and Management Concerns
- B. Future Demands and the Capability to Meet Them
- C. Sustained Yield Under Various Kinds and Levels of Management (Intended for renewable resource use)
- D. Constraints on Management Options to Avoid Undesirable Irreversible Commitments
- E. Consistency with Non-Bureau Plans

c) Pros and Cons

The methodology and format worked well. The main problem was obtaining economic input, an essential component. Here, the problem developed because of the Districts Regional Economists workload and assigned priorities.

d) Retrospect

If it had been possible, assignment of some additional support for the economic input would have greatly expedited the process. If we had been able to 'borrow' an economist, it would have been a shorter process.

5. ALTERNATIVE FORMULATION

(1) Approach used First and foremost a mockup of the Draft RMP/EIS was prepared. This served as a model format for the RMP/EIS. It was an excellent tool that permitted both management and the team to see what the final product should look like. It was then determined that the RMP needed at least four alternatives, (1) No Action, (2) Production, (3) Limited Protection, and (4) Protection. After analysis by the team it was felt that this covered the full range of alternatives. Goals and objectives were then established by the team for each of the alternatives. At this time a public open house was held to obtain public input into alternative development. Management prescriptions were then formulated by the specialists for the issue they were responsible for. These prescriptions were reviewed and dicuussed with all members of the team to make sure that they met the goals and objectives for the particular alternative and there were no conflicting prescriptions.

(2) Advantages - As stated earlier the RMP Mockup is a must, especially I think, with a pilot. The preparation of goals and objectives for each of the alternatives helped prevent too many conflicting management prescriptions being formulated by the various specialists.

(3) Disadvantates - The RMP/EIS team selecting the four alternatives may have discouraged public input into alternative formulation. Although the only group to suggest something of an alternative didn't attend our open house, and only suggested it after publication of the draft document.

(4) Retrospect - We would probably do it the same way next time. I don't feel the public will provide meaningful input without a definate proposal to comment on. I think our experience with the open house confirmed this. Someone elses experience may be different.

6. Estimation of Effects

(1) Approach Used - Peter Haug's assessment forms were used (see attached examples). We tried to do it without the forms without success.

(2) Advantages - The forms provided an excellent tool for tracking to make sure that all impacts were assessed. It was also a good exercise for the team to discuss what the impacts would be of all actions.

(3) Disadvantages - None.

(4) Retrospect - The use of assessment forms is a necessity, especially with an inexperienced team. We wasted valuable time trying to evaluate impacts without first filling out the forms. A lot of things would have fallen through the cracks had we not stopped what we were doing and had Peter come and explain the forms, and the team met to fill them out.

7. Selecting the Preferred Alternative

(1) Approach Used - The preferred alternative was selected by the Area Manager & District Manager with input from the Interdisciplinary Team and the ADM for P&EC. The preferred alternative was selected on the basis of (1) the planning criteria, (2) the environmental consequences, and (3) policy directions specified for the grazing portion of the document.

(2) Advantages - Management needs to be involved. Planning criteria are essential in this process.

(3) Disadvantages - None noted.

(4) Retrospect - The difference between the proposed action and the preferred alternative was very confusing to the public. In the case of the Grand RMP/EIS, Alternative C, Limited Protection, was the preferred alternative for all planning issues. It was also the proposed action for all issues except Livestock Requirements, for which Alternative A, No Action, was the proposed action. This was done due to current Bureau policy

8. Selecting the RMP

Thirty nine written comments were received on the draft document, of which 5 originated within the Moab District, 14 came from other parts of Utah, and 17 came from other states. Of the 39 written comments, 3 came from State government, 6 from other Federal agencies, 14 from industry, 5 from environmental and conservation groups, 4 from other types of groups, and 7 from individuals.

All letters were reviewed to determine whether they met the required criteria for response (i.e., discussion of the adequacy of the draft document). Substantive comments that presented new data or questioned facts or analyses were fully evaluated and given responses which were printed in the Proposed Plan/Final EIS.

Changes or additions to the draft arising from public comments were included in Chapter 3 of the Final RMP/EIS, Additions and Corrections to the Draft Document.

The comments ranged from supporting various alternatives to very detailed comments concerning issues, planning criteria, as well as management actions and data used. The comments also ranged from that the draft document was very difficult to follow and understand to preparing a well-thought out, detailed, analytical document. One comment stated, "The summary, concise tables, figures, and appendices contribute to a product that is readable, well organized, and informs the public of the Bureau's objectives, management actions to achieve the goals, and impacts of the management actions."

Management actions in the proposed RMP were selected on the basis of (1) their ability to resolve the issues raised during the planning process, (2) the capability of the public lands to respond to management, (3) the environmental consequences of the alternatives and subalternatives, (4) the planning criteria, and (5) public input.

Table 22 Management Actions for the Alternatives in the draft document expedited management's selection of the proposed plan.

Subsequent to the conclusion of the comment period on the Draft RMP/EIS, two new subalternatives pertaining to the Livestock Requirements issue were developed in response to concerns expressed by the public. A Graze at Preference subalternative has been incorporated into the Production alternative, and a Reduced Livestock Grazing subalternative has been incorporated into the Protection alternative. These were thoroughly analyzed in the Proposed RMP/Final EIS.

9. Protests

One protest was received on the Grand RMP/EIS. This was submitted by the Utah Chapter Sierra Club (Summary attached). The Moab District was asked to respond to the Washington Office addressing the comments and as of yet, the Director has not submitted his response to the protest to the Sierra Club.

10. DECISIONS

The decision document will be prepared following the Director's response to the protest. Unless the Director indicates that modification to the RMP is necessary, it will be a separate document that outlines briefly what the decision is to be. It is also proposed that this document be the initial Rangeland Program Summary (supplements and updates to the RPs will be published as needed). No outline has been prepared as yet.

11. MONITORING

The implementation of the Grand RMP will be monitored during the life of the plan to ensure that management actions are meeting their intended purposes. Informal monitoring of the plan will take place frequently as management actions are implemented. Management actions arising from plan decisions will be compared with the objectives to ensure consistency with the intent of the plan. Formal monitoring reviews will take place at intervals not to exceed 5 years. These reviews will (1) assess the progress of plan implementation and determine if management actions are resulting in satisfactory progress toward achieving objectives, (2) evaluate the plan to see if it is still consistent with the plans and policies of State or local government, other Federal agencies, and Indian tribes, and (3) ascertain whether new data are available that would require alteration of the plan.

As part of the monitoring review, the government entitles mentioned above will be requested to evaluate the plan and advise the District Manager of its consistency with their officially approved resource management related plans and policies. Authorized advisory groups will also be consulted during the review in order to secure their input.

Upon completion of a periodic monitoring review or in the event that modifying the plan becomes necessary, the Moab District Manager will determine what, if any, changes are necessary to ensure that the management actions of the plan are consistent with its objectives. If the District Manager finds that a plan amendment is necessary, an environmental analysis of the proposed change will be conducted and a recommendation on the amendment will be made to the State Director.

12. Summary

The Grand RMP experience was that, an experience. One of the most suprising benefits of the experience was the knowledge gained by the members of the interdisciplinary team about other resources other than their own specialties. This will benefit the entire program of the resource area.

One of the main advantages of the way the Grand RMP was developed was the goals and objectives established for the alternatives. This established the framework for the specialists to prepare management prescriptions for all alternatives. This way the prescriptions could be written independently and not be in conflict. They also helped the public envision what each alternative would be like during the public participation phase of alternative development.

Table 2-2, Management Actions for the Alternatives, in the Draft RMP/EIS is an extremely helpful table. It is an easy reference for comparing the various management prescriptions between alternatives. It also aided in the selection of the proposed plan.

One of the biggest problems in preparing the RMP was incorporating the EIS for livestock grazing. This required more detailed analysis for livestock grazing than for the other issues. It also required the team to analyze two subalternatives in the Proposed Plan/Final EIS. This was necessary to obtain the required range of alternatives for the grazing portion of the EIS. It should be remembered if the RMP is going to cover your grazing EIS that there are different requirements and develop the alternatives accordingly and early in the process.

In retrospect, the plan appears to be a functional document for the Resource Area. In looking at some of the proposed decisions, it may have been that some of the issues weren't really issues. Also some of the management actions prescribed are at different levels for different issues. Some specific actions were deferred to activity plans while others were identified in the RMP. There are some inconsistencies. However, they don't appear to be fatal flaws.

Goals and Objectives of Land Management Alternatives

Note: This was used at a public meeting and it was explained that the goals and objectives were only preliminary. There would possibly be different alternatives, goals and objectives.

Planning Issue	Alternative A Production	Alternative B No Action	Alternative C Limited Protection	Alternative D Protection
	Goal: To implement a Resource Management Plan that emphasizes the meeting of human demands by obtaining the highest degree of consumptive use and commodity production allowable, considering legal constraints (environmental protection requirements, multiple use mandates, etc.).	Goal: To continue present levels of resource use.	Goal: To implement a Resource Management Plan that provides a variety of uses within the sustained yield capability of the resource. It represents a balancing of conflicts between renewable and nonrenewable resources for the best multiple use mix, incorporating the necessary constraints for protecting resources from irreversible decline.	Goal: To implement a Resource Management Plan that is oriented toward protection and enhancement of the natural values, while allowing use and production only at levels that do not risk diminishing such values as wildlife habitat, critical watersheds, primitive recreation opportunities, and wilderness qualities.
	Trade offs would emphasize consumptive uses over nonconsumptive uses (emphasize energy related mineral production, grazing, and development of commercial recreation, including ORV use.		Trade offs would safeguard wildlife habitat, critical watersheds, wilderness values, and nonORV recreation, while accommodating production of minerals, livestock grazing, ORV recreation, and other commodities.	Trade offs would favor protection of the resource over use of the resource, and would emphasize protection of wildlife habitat, critical watersheds, primitive recreation opportunities, and wilderness qualities.
	Objectives	Objectives	Objectives	Objectives
1. Critical Watersheds	Improve and maintain vegetative conditions to accommodate other uses and watershed protection, while permitting land treatments that would benefit commodity resources as well as critical watersheds.	Provide mitigation to ensure protection of critical watersheds where disturbance takes place, while allowing some land treatments that would benefit both commodity resources and critical watersheds.	Restrict or eliminate surface disturbing activities on critical watersheds, while enhancing water quality and protecting such sensitive areas as saline-alkali soils, reparian areas, and floodplains.	Restrict or eliminate all surface disturbance in critical watersheds, and allow land treatments that would benefit critical watersheds.
2. Livestock Requirements	Improve and maintain vegetative conditions, and use all management tools available (e.g., AMPs, range improvements, etc.) to maximize livestock forage production.	Maintain vegetative conditions to benefit livestock; maintain existing AMPs; implement AMPs on other suitable allotments; allow land treatments and range improvements to be done.	Manage to emphasize livestock use balanced with other resources, while improving and maintaining vegetative conditions to benefit both livestock and wildlife.	Allow acceptable range improvements and manage livestock to maintain and enhance natural systems.
3. Wildlife Habitat Requirements	Manage habitat to favor big game, upland game, waterfowl, and game fish.	Manage habitat to favor a diversity of wildlife with a variety of big game, upland game, waterfowl, and game fish, while providing protection for riparian and wetland areas.	Manage habitat to favor a diversity of game and nongame wildlife species, while protecting the riparian areas and providing necessary protection to safeguard those riparian areas that have been identified as important for wildlife (including raptors and other nongame birds and game fish.	Manage habitat to favor primarily the forage and spatial needs of wildlife and provide protection necessary to preserve habitats in optimum conditions.

4. Off-Road Vehicle Use and Management	Allow continued ORV use.	Allow continued use.	Protect high-priority sensitive areas and resources from impacts of ORV use; mitigate conflits between mineral development and recreational ORV use.	Protect sensitive areas from ORV use through closure, except where access is mandated under the 1872 Mining Law or other legal authority.
5. Lands Disposal	Ensure that certain lands needed for State and private uses, community expansion, economic development, are made available.	Manage the lands disposal program with overall emphasis on retention of public lands; process disposal actions on a case-by-case basis.	Manage the lands disposal program with a high priority on disposal actions that would benefit community expansion/economic development while protecting critical resource management programs; retain manageable public lands.	Manage the lands disposal program with emphasis on retention of public lands as part of BLM's administered system of lands.
6. Utility Corridors	Ensure that public lands are available for right-of-way systems and utility corridors. Designate de facto utility corridors to expedite the EA/EIS process for permitting the siting of proposed systems.	Implement a program for handling major right-of-way applications individually.	Provide some designated corridors for future utility systems, thus expediting the EA/EIS requirements for locating such facilities, while designating exlusion or avoidance areas to protect the natural environment and other resource programs.	Exclude major right-of-way systems from areas where they would cause unacceptable impacts on sensitive resources.
7. Minerals	Encourage production of mineral resources in every way possible within appropriate laws and regulations.	Keep public lands open for exploration, development, and collection of mineral resources.	Keep public lands open for exploration, development, and collection of mineral resources with emphasis on protection of sensitve areas.	Manage for protection of the environment, with minerals production activities allowed that are compatible with this objective.
8. Recreation	Manage for increased recreational activity.	Manage for increased recreational activity.	Identify areas of intensified recreational use and reduce the impacts of incompatible use on primary recreational pursuits wherever possible through mitigation, spacing or other methods.	Provide opportunities for more dispersed, less intensive recreational uses, emphasizing more isolated recreational pursuits to reduce environmental impacts.
9. Fire Management	Implement a let-burn policy on all suitable areas; intiate prescribed burning on all feasible areas.	Implement a let-burn policy and initiate prescribed burning on designated areas.	Implement prescribed burning where treatment by fire would be conducive to increasing productivity, while safeguarding the aesthetics and other natural values.	Implement prescribed burning only where needed to return an area to natural vegetative conditions to benefit wilderness, wildlife habitat, or other similar values.
10. Wilderness	Recommend no WSAs for wilderness designation.	Continue management of WSAs under present levels of resource use.	Recommend wilderness designation for some of the WSAs and parts of WSAs, while recommending the remainder as unsuitable for wilderness designation.	Recommend all WSAs as suitable for wilderness designation.
Other	**Objective**	**Objective**	**Objective**	**Objective**
Non-issue areas	Continue present management practices.	Continue present management practices.	Continue present management practices.	Continue present management practices.

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REVISED PLANNING ISSUES AND CRITERIA

June, 1982

Planning Issue No. 1: Critical Watersheds

Two significant concerns associated with critical watersheds have been identified in the Grand Resource Area (GRA). They are (1) sedimentation and salinity in the Upper Colorado River Basin from public lands; and (2) disturbance and degradation of critical watersheds, including floodplains.

Management Decisions Needed

1. How will salinity and sedimentation in the Colorado River System be reduced?
2. How will resource use conflicts (oil and gas, livestock, off-road vehicles (ORVs), etc.) with watershed values be resolved in critical watersheds?
3. How will floodplains be protected?
4. How will degraded areas (e.g., areas that exhibit stream or channel stabilization or downcutting problems) be stabilized?

Planning Criteria

Critical watersheds are primary sources of sedimentation and salinity in the Colorado River system from public lands. These lands are also more susceptible to surface-disturbing activities than are other watersheds. For these reasons, the protection of watershed values on these lands must be a primary consideration of the management planning and decision process.

Objectives that must guide the management planning and decision process on critical watershed areas are:

- surface disturbance must be kept to a minimum;
- floodplain development must be avoided whenever there is a practical alternative;
- the beneficial functions of degraded floodplains must be restored; and
- the cost and effectiveness of various management actions in reducing the degradations must be considered.

Planning Issue No. 2: Livestock Requirements

There is a conflict between livestock grazing and oil and gas activity (and locatable minerals to a lesser extent). These mineral activities are resulting in a loss of forage for livestock (domestic sheep and cattle). ORV activity is causing loss of forage for livestock in specific heavy use areas. Improper season of use on some allotments has resulted in grazing during periods critical to the growth of forage plants. Land treatments are needed to improve forage conditions and better disperse and manage livestock (as well as enhance watershed condition and wildlife habitat).

Management Decisions Needed

1. How will these mineral and ORV conflicts with livestock be resolved or mitigated?
2. What adjustments can be made in season of use?
3. Which areas will be treated, and what types of land treatment will be allowed?

Planning Criteria

The practices selected for management of vegetation resources must result in the best balance of resource (mineral, ORV) use and forage production while satisfying the physiological needs of the different plant species. Major consideration shall be given to:

- condition and capability of the vegetation to sustain existing and potential levels of grazing use;
- need to improve distribution of livestock;
- need to improve soil, watershed, and vegetative conditions;
- capability of the soil/vegetation to respond to the treatment/development;
- demand for additional forage and habitat by grazing ungulates;
- present and future demand for livestock and the economic importance of ranching operations; and
- the livestock industry's dependence on public land.

Planning Issue No. 3: Wildlife Habitat Requirements

Competition for space, water, and forage occurs between livestock and wildlife in some parts of the GRA. Improper season of use on some allotments has been partially responsible for the forage competition. There is also a conflict with minerals (oil and gas, coal, potash, oil shale and tar sands). These mineral activities are resulting in the loss of forage and space requirements for wildlife. Recreational uses, such as ORV travel in portions of the GRA, may be conflicting with wildlife.

Management Decisions Needed

1. How will conflicts resulting from competition between livestock and wildlife for space, water, and forage be resolved?

2. How will conflicts involving wildlife and other uses be resolved?

Planning Criteria

Practices selected for management of water, spatial requirements, and vegetation resources must result in the best balance of resource protection and habitat requirements for optimum wildlife populations. Factors to be considered are:

- condition and capability of the available vegetation to sustain a productive wildlife habitat;

- present and future demand for wildlife, and the economic importance of wildlife oriented recreation to the community; and

- availability of water and space for wildlife use.

Planning Issue No. 4: Off-Road Vehicle Use and Management

Certain areas within the GRA currently receive heavy recreational ORV use, as well as some nonrecreational use, resulting potential conflicts among different types of ORV use and between ORV use and other resource values. The resource area is known for high quality recreational ORV opportunities; in addition, ORV use is important for livestock management, minerals exploration and development, and agricultural and commercial uses.

Management Decisions Needed

Will areas experiencing ORV related problems be designated as other than "open" for ORV use?

Planning Criteria

1. Classifications for ORV use on BLM administered lands will be made in accordance with Executive Order 11644, Title 43 of the Code of Federal Regulations (CFR), Subpart 8340, and other applicable regulations.

2. Conflicts caused by ORV uses and the areas of occurrence will be identified, and the best method of resolution will be determined. Consideration will be given to:

   - conflicts among ORV uses;

   - conflicts between ORV uses and other resource values; and

   - whether designating the geographical area where the conflict occurs as "limited" or "closed" would resolve the conflict, or whether some other measure is needed.

3. Unless designated as "limited" or "closed" to ORV use, areas will be considered "open" for this use. ORV uses allowed under such laws as the 1872 Mining Law and such regulations as those contained in 43 CFR 3802 and 3809, or ORV uses pursuant to a valid lease, permit, or right-of-way, shall not be impinged upon.

4. Current and potential high level recreational ORV use areas (e.g., trails, race tracks, dune areas, etc.) shall be identified via historical use, visitor preferences, and feasibility studies.

Planning Issue No. 5: Lands Disposal

There are current requests within the GRA for the BLM to identify public lands suitable for disposal.

Management Decisions Needed

Of the lands included in current disposal requests, which should be identified as potentially suitable for disposal?

Planning Criteria

The designation of lands for community expansion, economic development, and other public and private use via sales, exchanges, recreation and public purposes (R&PP) leases, or other forms of disposal shall consider:

- local community expansion and economic development objectives;
- whether the physical capabilities of the BLM managed lands in the GRA are adequate to support actions needed to meet the stated objectives of the community;
- the consequences of BLM actions needed to assist the community in meeting its objectives (e.g., socioeconomic impacts, impacts on resources, etc.); and
- the potential of other public and private lands for assisting the community in meeting its objectives.

Planning Issue No. 6: Utility Corridors

Increased energy development within the GRA and the Western States presents great demands for rights-of-way to accommodate roads, pipelines, and utility lines. Also passing through the area are many long-distance rights-of-way for transportation, power and communication lines, and energy pipelines. Because of the topography in some areas, existing and proposed easements are creating congestion. The opportunity exists for formal designation of utility corridors under the authority of Section 503 of the Federal Land Policy and Management Act (FLPMA) of 1976. Such designation could serve to minimize width requirements for rights-of-way and maximize multiple occupancy. Therefore, the suitability of lands within the GRA to accommodate future utility corridors needs to be addressed.

Management Decisions Needed

Will any areas be selected for utility corridors? If so, how many utility corridors will be provided, and where will they be located?

Planning Criteria

Selection of lands for formal designation as utility and transportation corridors will be based on:

- present and potential demand for various kinds of rights-of-way;
- compatibility of various kinds of rights-of-way;
- environmental impacts on natural resources, including soil, air, water, fish, wildlife, and vegetation and on cultural and visual resources;
- economic efficiency of placing a right-of-way within a corridor, considering cost of construction, operation and maintenance, as well as cost of modifying or relocating existing facilities in a proposed corridor;
- social and economic impacts of such facilities on public land users, adjacent landowners, and other individuals or groups, including health and safety hazards imposed by the designation and use of the utility corridor; and
- possibility of designing facilities which would reduce proliferation of rights-of-way.

Planning Issue No. 7: Minerals

Development of locatable, leasable (oil and gas, coal, tar sands, and potash), and salable minerals is necessary to meet National, regional, and local demand and to provide increased employment and an expanded tax base for local communities. The Federal Mining and Minerals Policy Act of 1970 declared that it is the policy of the Federal Government to foster and encourage the development of mining, minerals, metal, and mineral reclamation industries. However, in some areas, mineral activity and associated road building are causing destruction of vegetation, loss of forage, decreased wildlife habitat, increased erosion, loss of wilderness values, and damage to watershed (i.e., increased sedimentation, pollution, and loss of fish habitat).

The issue to be addressed must be that of determining what level of mineral development (considering reclamation requirements) can take place without resulting in undue and unnecessary degradation or precluding other future or concurrent uses of public lands. A related concern is whether the mineral uses, or the nonmineral uses, are the highest and best uses as determined by the public interest.

Management decisions Needed

1. How will the exploration and development of leasable, locatable, and salable minerals be managed to provide optimum mineral related values while ensuring adequate protection to other resource values and users?

2. As a result of conflicts, how should oil and gas leasing be managed (e.g., category system update) to protect the other resources?

3. Of areas that are identified, and have no conflicts as outlined in 43 CFR 3601 for mineral material or free use, which should be designated as material disposal sites?

4. Is it necessary to withdraw any land from mineral entry?

Planning Criteria

1. Exploration and development of leasable and salable mineral commodities will be permitted, subject to surface protection measures that will safeguard other resource values and users. Major considerations include:

   - occurrence, quality, and quantity of salable minerals;
   - occurrence, quality, and quantity of leasable minerals;
   - conflicts of mining claims with salable minerals;
   - present and potential public demand for mineral resources;
   - potential adverse effects to other resource values on public land and adjacent private, state and local government lands;
   - update of oil and gas leasing categories;
   - area's acceptability for tar sands leasing;
   - ability of the land to be rehabilitated.

2. Locatable mineral development must be identified and mining and exploration monitored to prevent unnecessary and undue degradation of public lands.

Planning Issue No. 8: Recreation

The GRA offers a variety of recreational opportunities and is used increasingly for recreation by both domestic and foreign tourists. The nearest metropolitan areas of Salt Lake City, Denver, Albuquerque, Santa Fe, and Phoenix are expected to continue their population growth, creating the potential of greater recreational demand within the Resource Area. With greater use comes the potential for impairment of other resource values; high demand has already necessitated permit systems for some areas. Areas of concentrated use require surveillance and maintenance to ensure public safety and aesthetic quality. Some areas are experiencing a conflict between recreationists and other types of use; some areas are attractive to divergent types of recreational users.

Management Decisions Needed

1. Where will BLM manage for recreational use?

2. Will any recreation areas be withdrawn or given special designation? If so, which ones?

3. Will local governments or other agencies be encouraged to develop or administer specific recreational sites?

Planning Criteria

1. Recreational programs will be provided, commensurate with the present and potential demands of various user groups. Major consideration will be given to:

   - public safety;
   - impact on other recreational opportunities and land uses; and
   - impact on the local economy and social structure.

2. Special use designations will be suggested either to protect seriously conflicting resource uses or to highlight exceptional opportunities for recreation.

Planning Issue No. 9: Fire Management

Certain lands should be identified as having potential for improvement with the use of induced or natural fires. Full suppression of all fires can be costly and does not always benefit rangeland resources (e.g., grazing habitats).

Management Decisions Needed

1. What alternatives (limited suppression, prescribed burn, full suppression, or let burn) will be adopted as part of the fire management program?

2. Where and how will these be applied?

Planning Criteria

Fire management shall be used to improve and maintain vegetation types, based on:

- capability of the land for improvement through fire manipulation;
- protection of certain public and private lands (e.g., critical wildlife and watershed areas, cultural resources, privately owned structures such as homes, oil and gas pumping stations, etc.);
- need to change designated pinyon-juniper and sagebrush plant communities to a subclimax vegetation primarily for the benefit of livestock and wildlife forage, as well as to improve watershed conditions; and
- economic impacts of any management decision to adopt any of the above alternatives.

Planning Issue No. 10: Wilderness

Section 603 of FLPMA directs the Secretary of the Interior to review roadless areas of 5,000 acres or more identified as having wilderness characteristics, and to report to the President on their suitability or nonsuitability for wilderness designation. The Secretary is also directed to cause mineral surveys to be conducted by the Geological Survey and the Bureau of Mines to determine the mineral values, if any, in suitable areas. The Secretary is further directed to manage lands under review in a manner that will not impair their suitability for wilderness designation, as set forth in BLM's Interim Management Policy (IMP).

Management Decisions Needed

1. Which wilderness study areas (WSAs) or portions of WSAs will be recommended as suitable, and which will be recommended as nonsuitable for designation as part of the National Wilderness Preservation System?

2. What management alternatives will be reported as appropriate for WSAs or portions of WSAs that are not designated as wilderness? This includes identification of areas of critical environmental concern (ACECs) where appropriate.

Planning Criteria

1. The study of WSAs shall follow the study guidelines and policies set forth in the Wilderness Study Policy: Policies, Criteria, and Guidelines for Conducting Wilderness Studies on Public Lands (appearing in the Federal Register Volume 47 No. 23, Wednesday, February 3, 1982). Evaluations will be made on the basis of the criteria set forth in the Draft Wilderness Study Policy.

2. BLM WSAs extending beyond the boundaries of the Grand Resource Area (GRA) (inventory units UT-060-068A and UT-060-116/117) will be studied jointly by the two affected resource areas. The BLM office with the greater acreage will have the lead and will be responsible for the final suitability or nonsuitability report. Each office will conduct field inventories, site-specific data collections, and analyses.

3. Study of a WSA that is contiguous to a proposed WSA of another agency shall be coordinated with that agency. This affects the WSA in wilderness inventory unit UT-060-131B.

4. Although the review of WSAs in wilderness inventory units that are under appeal to the Interior Board of Land Appeals (IBLA) will continue, final suitability recommendations cannot be made until after the appeals have been resolved.

5. IMP guidelines will be followed in the management of WSAs and areas under appeal to the IBLA, as long as they remain under wilderness review.

GRAND RESOURCE AREA MANAGEMENT PLAN

MANAGEMENT SITUATION ANALYSIS (MSA) MOCKUP

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GRAND RESOURCE MANAGEMENT PLAN

MANAGEMENT SITUATION ANALYSIS MOCKUP

SUMMARY

Introduction

- Explanation of the MSA process;
- How it relates to next phase, Alternative Formulation.

Issue Development

- Issues initially identified (will be shown on overlay)
- Issues dropped (will be shown on overlay)
- Issues added (will be shown on overlay)

Discussion of Analyses

- Explanation of the meaning of each analysis
- Discussion of which analyses applied, or did not apply, to issue areas

Discussion of Questions for MSA

- A listing of questions for MSA and a summary of answers consisting of a summary of determinations and references to the parts of the MSA containing data and analyses pertaining to the question.

MANAGEMENT SITUATION ANALYSIS

Issue Outline

The Management Situation Analysis (MSA) will contain the following nine sections: Critical Watersheds; Livestock/Wildlife Requirements; Off-Road Vehicle Use and Management; Lands: Access; Lands: Disposal; Lands: Utility Corridors; Minerals; Recreation; and Fire Management. Each section will be organized according to the following outline:

I. Current Management Situation

Present Conditions and Trends

Present Management Practices

Mandates and Authorities for Use and Protection

Present Demands and the Capability to Meet Them

II. Analysis of Future Demands, Opportunities, and Capabilities

Opportunities to Meet National and State Director Goals and Resolve Planning Issues and Management Concerns

Future Demands and the Capability to Meet Them

Sustained Yield Under Various Kinds and Levels of Management (considered primarily for renewable resources)

Unsuitability for Coal Leasing, or Acceptability for Further Consideration for Leasing

Constraints on Management Options to Avoid Undesirable Irreversible Commitments

Consistency with Non-Bureau Plans

III. Additional Management Concerns

IV. Opportunities for Changes in Management Practices

IMPACT MATRIX GRAND RMP/EIS

A cross reference to impacts on indicators that can be attributed to prescribed management actions shown in summary for each alternative. KEY: (-) = a negative impact, (+) = a positive impact, (0) = no impact. To us matrix apply KEY symbols to the columns corresponding to the prescriptions for an issue opposite the approp

ISSUE Livestock Range ALTERNATIVE D

INDICATOR	PRESCRIPTIONS FOR MANAGEMENT ACTIONS BY NUMBER AS SHOWN IN THE ALTERNATIVES (5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(
Soils	-	+	-/+	-/+	0	+	0	+	+	+	+	+	
Vegetation													
Water Resources	-	+	-/+	-/+	0	+	0	+	+	+	+	+	
Air Quality	-	0	-/0	-/0	0	0	0	0	0	0	0	0	
Wildlife													
Geology													
Paleontology													
Topography													
Mineral Resources													
Land Use													
Socio-Economics													
Transportation													
Cultural Resources													
Special Designation Areas (Wilderness etc.)													
Visual Resources													
Recreation													

ENVIRONMENTAL CONSEQUE[illegible] WORKSHEET

1. Issue Critical Watershed 2. Alternative A, B, C, D

3. Prescription reference (number) A1, B1, C1, D1

4. Indicator Type Soils / water Date 9/10 Page 1

Change Agent	Increases/ Decreases	Specific Indicator	Estimated Change	Units	Probability	Duration	Context (Relative Importance)
INSTREAM, DRIP Structures	+	Middle Canyons Alkt	1,000	acres	H		
	+	Maus Canyon	1,000	"	H		
	+	Crescent Canyon	186	"	H		
	+	Thompson Canyon	300	"	H		
	+	Flag Canyon	585	"	H		
	+	Cottonwood		"	H		
	+	Diamond	188	"	H		
	+	Cisco Mesa	180	"	H		
Seeding	+	Diamond	90	"	H		

Use a numbered footnote to identify any item or entry that requires further remarks. Write remarks on reverse side.

Preparers Name _____

SUMMARY OF PROTESTED ELEMENTS OF GRAND RMP
SIERRA CLUB PROTEST

RMP MANAGEMENT OBJECTIVES PROTESTED

To emphasize livestock use

To define how WSAs would be managed if not designated as wilderness

RMP MANAGEMENT ACTIONS PROTESTED

LIVESTOCK REQUIREMENTS

Continue present management on 833,545 acres

Implement livestock manipulation techniques

Maintain existing land treatements

Implement land treatments on 68,195 acres

Authorize all grazing at present levels

Change season of use on 54,380 acres

Change class of livestock on 69,045 acres

Manage 3 miles of perennial streams

Manipulate livestock grazing on 27,000 acres

OFF-ROAD VEHICLE USE AND MANAGEMENT

Designate 1,183,660 acres open to ORV use

Designate 596,234 acres limited to existing roads and trails for ORV use

LANDS ACTIONS

Consider 11,629 acres for disposal

MINERALS

Leave 1.8 million acres open to mining claims

Adopt the proposed oil and gas leasing category system

RECREATION

Continue to issue recreation use permits

Continue to permit ORV events

FIRE MANAGEMENT

Initiate prescribed fire and seeding on 14,149 acres

MANAGEMENT OF WSAs

Role of RMP during wilderness study is to define how WSAs would be managed if not designated. WSAs to be managed under IMP.

RMP ONGOING MANAGEMENT PROGRAMS PROTESTED

GRAZING ADMINISTRATION

MINING LAW ADMINISTRATION

REALTY

ENDANGERED SPECIES

TRANSPORTATION MAINTENANCE

WILDERNESS

PROTEST-IDENTIFIED MAJOR OMISSIONS TO RMP

LIVESTOCK REQUIREMENTS

Failure to report existing grazing and forage

Failure to consider No Grazing alternative

WILDLIFE HABITAT REQUIREMENTS

Failure to consider ACECs

ORV USE AND MANAGEMENT

Failure to consider Sierra Club alternative

MINERALS

Failure to consider coal leasing

Failure to consider No Leasing alternative

Failure to consider Sierra Club leasing category alternative

Failure to consider mineral withdrawals and mining category system

WILDERNESS REVIEW

Failure to reconsider Lost Spring Canyon as a WSA

OTHER

Planning criteria inadequate, Sierra Club version omitted

Failure to consider budget restrictions

Failure to determine fair market value

A. Preplanning

1. Major Driving Programs

- Range (Livestock Grazing) - Need to complete scheduled grazing EIS by appointed date of September 1983.
- Wilderness - Need to make recommendation on wilderness designation. No existing plans (MFP) cover this.
- Coal - Need to identify lands suitable for future coal leasing. Earlier plans inadequately addressed this.

2. PrePlan Analysis

- The first approach was to develop a detailed budget plan that was narrow in scope. It identified budget items including inventories needed. Little consideration on how to develop plan.
- Later an action plan was developed by the team leader. It was a brief document identifying:

  a. The planning area
  b. Plan goals
  c. Responsibilities (DM-AM etc.)
  d. Interdisciplinary Team (IDT)
  e. Quality control and review procedures.
  f. Schedules
  g. Available guidance
  h. Training and Orientation
  i. Public Participation Plan
  j. Budget Plan (listed earlier)

- The action plan was useful in getting started. It identified some known and ground rules for developing the RMP. It should be flexible and updated perodically. The budget plan was helpful in that it was management's commitment on inventories. It stated which data gaps would be filled and what data was adequate for RMP decisions.

3. Public Participation Plan

- A brief 4 page plan with a one page flow chart was prepared by the team leader and DO planner. It was prepared in advance of the Notice of Intent. It is included as part of the action plan. The public participation plan identifies:

  a. Purpose
  b. Interested Parties (generally, not a complete mailing list)
  c. Schedule of RMP activities and when public involvement and review would occur.
  d. How inputs will be documented and used.

- The flow chart was most useful because it was a convenient handout for involved parties.

4. Notice of Intent

- The notice was prepared by the DO planner and was published in the Federal Register on January 18, 1980, prior to any planning activities. The notice identified:

  a. Location of Planning Area
  b. Purpose of RMP
  c. Public Involvement
  d. Public meeting dates (for issue identification)
  e. Specialties represented on IDT
  f. Contacts for information

- No mention was made of the EIS preparation and its association to the RMP process. This should be clear in each Notice of Intent.

5. Mock-up

- The team leader prepared the mock-up of the draft RMP/EIS document. It was developed late in the process - just before starting the Environmental Consequences Chapter. The mock-up briefly outlines the chapters of the combined document stating what will be included, estimates of page limits, and how information will be displayed (maps, charts, photos, etc.).

- The mock-up has proved to be very helpful - particularly for the IDT and management. It gives them a clear idea of what the draft is expected to look like.

- The mock-up was prepared late in the process. It should have been completed earlier. It could save time and reduce confusion by focusing in on what is necessary and important, it could reduce paper generation and get everyone familiar with the expected product.

- A general mock-up may be the answer for future RMPs with some flexibility for meeting local or specific needs.

B. Planning Process Steps

1. Issues

- Issues were generated through public meetings with state and other Federal land and resource managing agencies, local and state government officials and special interest organizations.

- Issues were identified orally at the meetings and recorded or were submitted in writing.

- Specific issues were grouped into broader general issues by IDT. Planning questions were developed from general issues. The specific issues were all recorded and traceable. (See Appendix "K" Part 1).

- Issues were published in newsletter.

- Twenty four(24) issues were brought forward.

- Issue numbers could have still been reduced.

2. Planning Criteria

- The IDT team developed the planning criteria by providing answers to the planning questions. The planning criteria is basically the sideboards that guide the development of the RMP. (See Appendix "K" Part 2.)

- Initially this was one of the most confusing and time consuming steps in the process. A lot of backtracking to get them finally developed. Future efforts would benefit by having approved State Director Guidance and for a set of generic planning criteria that can be modified to fit local resource area situations. Most planning criteria for all plans should be similar for similar type of actions.

- Planning criteria were published in newsletter for public review and comment. The DM or AM signed, approving the critiera.

- Procedures were developed to track the criteria from the issues, to the planning questions to the development of the criteria.

3. Inventory and Data Collection

- Existing data and data needs were identified in the Preplan. Management decided at that time on the level of quality and quantity of data that they felt comfortable with making RMP decisions. In most cases existing available data was considered adequate. SVIM and other inventories were programmed to fill major data gaps.

- All data used or referenced during the process is on file in the Kremmling Area Office library.

- One of the more important things done in the analysis of inventory or data needs during preplanning was to have management agree to what they would accept as data for decisionmaking. Several IDT members requested delays in the planning process in order to gather more inventory data (after process was underway). Management's early buy-off on data prevented this from becoming a problem for the team leader.

- Inventories should be conducted as a regular program component and not directly tied to the planning process. The planning process should begin when management is satisfied with available data. This would reduce the amount of time required to complete an RMP.

4. Analysis of the Management Situation

There are three components to the Kremmling AMS:

- Resource Area Profile - This is a brief description of the physical, biological and human aspects of the resource area. This will serve as the affected environment section of the EIS.

- Existing Management Situation - The EMS is a brief description of the present management, the results or effectiveness of it and what this continued management will result in. This will serve as the No Action Alternative and will provide a baseline for comparison with the other alternatives.

- Capability Analysis - The capability analysis is the first step of alternative formulation. Each team member identified a range of management options or capability levels for their resource or plan element. Each capability level must be realistic and achievable (See Appendix "K", Part 3A). Team members also mapped "priority use zones" for their plan element. (See Apendix "K", Part 3B.) These are the areas of greatest potential for management or greatest need for management or protection.

- The combination of capability levels and priority use zones is the first step in alternative formulation. For future planning efforts the AMS should only provide the bases for the priority use zones but not include them in the MSA. They should be developed in the alternative formulation process instead. This is a more reasonable approach and should provide clarity to the process of alternative formulation and will provide continuity during the review process.

- There was no public review or involvement during the MSA.

- Subunits were developed within the Resource Area when AMS was started. To date they have proved of little value and in some instances created extra work.

- Limited inventory information was presented in the AMS. Most was referenced.

5. Formulating Alternative Plans

Approach - Each alternative considered in detail is a complete multiple use land management plan addressing all resources and uses. Each alternative could be readily implemented. Each alternative provides the land manager with a "master plan" or framework for land and resource allocations from which decisions can be made.

Each alternative emphasizes a different theme or goal derived from the signiticant issues identified at the outset of the planning process. Each significant issue was addressed in at least one alternative. The interdisciplinary team ranked resources and uses in the order they would be preferred or emphasized to best fulfill the objective of that alternative. No existing use of any resource is totally excluded or completely exploited. Mandatory legal requirements and basic minimum standards are met in all alternatives; i.e., threatened and endangered species habitat is protected and minimum water quality standards maintained. All the alternatives are subject to valid existing rights in the public lands or federal minerals such as rights-of-way and mining claims. Each alternative was described in narrative form and visually depicted on an alternative map. The narrative for each alternative was derived from the capability levels identified in the MSA and describe the following:

a. The management intensity that would apply to each resource.
b. The types of land suitable or unsuitable for development or use.
c. The types of mitigation that would be imposed to protect or maintain resource values and/or achieve compatability between competing resources.
d. The types of management actions most likely to occur.
e. The types of support actions necessary to implement the alternative.

The maps give an areal depiction of the resource combinations emphasized and what resource uses are compatible or incompatible with them. These map depictions were based on the priority use zones identified.

The alternatives considered were:

a. No Action (continuation with modifications of present management)
b. Economic Benefit
c. Energy and Mineral
d. Renewable Resource
e. Recreation
f. Natural Environment

Advantages

a. Alternatives were readily depicted on maps - are visually comparable.
b. Good use of interdisciplinary approach.
c. Named alternatives addressing a specific theme or goal were easy for reviewers to identifiy with - public comments were favorable.
d. Maps lend themselves to computer generation.

e. Reduced the need for overlays and the problem of overlay storage.
f. Good method for master planning level of detail.
g. All were "real" alternatives.
h. Allowed for degree of management flexibility and stressed future activity and project planning.

Disadvantages

a. Too many alternatives - this was realized but thought as pilot we would give it a try. It would be better to stay with no more than four plus the preferred for a more workable number.
b. Maps were tedious to generate by hand.
c. Many BLM-ers used to MFPs had a hard time adjusting to this level of planning.

Retrospect

a. Identify alternative goals as early in the process as you can; this will help the team get a clearer picture of the end product and will reduce delays and unnecessary work.
b. Recommend this method or one similar for master planning level of detail.
c. Go with four or five alternatives

6. Estimating Effects

Approach - Traditional approach in preparing EISs was used with a couple of minor changes. With WO approval we changed the arrangement of the chapters slightly to allow for the EIS to read more like a planning document (Chapters 2 and 3 were reversed). Worked better when using combined format (RMP/EIS). Since we were dealing with master planning level of decisions, there were few site-specific impacts. Most were general, generic types of impacts. The process and forms developed by Pete Haug were adapted to meet these needs. (See attached Appendix K, Part 5).

Advantages - Haug's forms allowed for a process of leaving trails or documenting the analysis, since most of the findings were general or insignificant. A great deal of interdisciplinary interaction was required.

Disadvantages - General analysis of master planning types of actions was difficult for the team to address. They were used to analyzing site-specific, quantifiable actions. Even at the end, the team was not totally comfortable with the level of analysis.

Retrospect - A better training method should be developed for this general type of analysis and it should be introduced early in the the process and repeated or intensified prior to estimating effects. We probably should have spent more time on this step and less on some of the preceding steps.

7. Selecting the Preferred Alternative

Approach - The six alternatives were presented to the area manager along with a comparison of the alternatives and the environmental effects of each. After consulting with the interdisciplinary team and team leader, the area manager selected his preferred. He selected one alternative as the base and modified it slightly. This was presented to the district manager and the state director, both of whom had input that was added to the preferred. After the preferred was selected, the team went back and analyzed and compared the new alternative with the rest.

Advantages - Management was kept well informed throughout the process so selecting the preferred was not too difficult; good inter-

disciplinary involvement. All alternatives were realistic and could be implemented - no straw alternatives.

Disadvantages - Since the Preferred Alternative was not predetermined, the team had to go back and analyze and compare this new alternative and develop a new map.

Retrospect - Do it basically the same except would develop decision criteria, which would aid management in selecting the preferred It would also allow the public to be aware of the procedures or guidelines by which the Preferred Alternative would be selected.

8. Selecting the RMP

Approach - After the 95 comments regarding the draft RMP/EIS were analyzed, it was decided the proposed RMP would be similar to the preferred alternative with some minor changes included, which were recommended during the review process. The final document would be a supplement to the draft. One week before submitting the final to the printer, the Washington Office range staff advised the state director that additional grazing information should be included in the final to meet the requirements, as they saw it, for a grazing EIS as required in the NRDC suit.

It was then decided to add more grazing information, reprint the entire draft with the additional information as the final, and delay the release by 7 months.

The items receiving most comment during the review period were wilderness, coal leasing, land disposal, and level of detail.

The major changes made between the draft and the final were:

- Offered wider range of forage allocation in alternatives.
- No grazing alternative printed in final - not a shelf document.
- More specific grazing allotment information included.
- Wildlife AUMs in draft converted to livestock AUMs in final.
- Two special management areas established (Research Natural Areas): one for a threatened and endangered plant; the other a paleontological site.

- Land ownership consolidation (land tenure). Changes made to reflect current policy on disposal and retention. New map published.
- No changes in level of detail were made.

Advantages - Standard process, except last minute change. Public comments considered; no major problems.

Disadvantages - Last minute Bureau-initiated changes resulted in grazing portion being out of balance with information and level of detail of the remaining resources.

Insistence on grazing changes should have been made during draft review so final could be prepared within those constraints on a timely basis. As a result, time was wasted as well as taxpayers' dollars.

Addition of unrealistic alternatives to meet range alternative requirements for grazing was uncharacteristic of other resource alternatives.

Retrospect - Grazing EIS and RMP do not appear to be compatible with level of detail for which the Kremmling RMP was designed. A better approach would have been to prepare the RMP first, identifying suitable grazing lands and categorize grazing alltoments (M,C,I,) and then prepare a grazing EIS following completion of the RMP.

Team leader should have obtained a written "buy-off" on level of detail and the approach used to combine RMP/EIS and grazing EIS at the earliest stages of alternative development.

9. Protests

No valid protests were received. Governor's consistency review was done. He received a copy of the preliminary final RMP/ EIS before it was sent to the printer. The 90-day review period ended shortly after the protest period ended.

10. Decision Document

Approach - View this document as the end product of the entire RMP process. It should be a working tool for management and available to other Federal agencies, local governments, public, etc. It will be the approved plan identifying the management direction for the public lands and resources in the resource area. It will identify the management prescriptions most likely to be employed and procedures to monitor decision implementation. The document should be concise and devoid of heavy data and analysis.

The potential exists that the range program summary report will be published in a seperate document because of budget and timing restrictions. The feeling is that it would be better to place all decisions in one document and present it at one time rather than fragmenting it.

Advantages

a. Working tool for management.
b. All decisions and management direction available in readable format and readily available.

Disadvantages

Having decisions coming out fragmented.

Retrospect

Wait and see.

11. Monitoring

Monitoring plans will be part of the decision document. Results will be analyzed periodically (probably annually) to determine if changes or adjustments need to be made.

12. Summary

Advantages of Kremmling Pilot RMP

a. Introduced and pioneered new method of master planning into Bureau (priority use zoning, compatibility matrix).
b. Broad range of realistic alternatives emphasizing a specific theme or goal.
c. Adequate preparation time
d. Adequate funding.
e. Excellent support from management.
f. Experienced, stable team.
g. Interdisciplinary approach worked well.
h. Developed plan that provided management with a degree of flexibility within a management framework.
i. Good public involvement.
j. Good public feedback (newsletter).
k. End product a usable management tool - readily available.
l. Degree of flexibility to develop plan - to be innovative.
m. Mapping procedure for visually displaying alternatives. Can be used to visually compare alternatives. Mapping method lends itself to computer map development.

Disadvantages of Kremmling Pilot RMP

a. Lack of guidance caused some backtracking and delays.
b. Trying to keep all resources at same level of planning in RMP. Did not work with grazing. Consider RMP and Grazing EIS as separate documents and process.
c. Last minute changes after review process completed.
d. Difficulty in coordinating cartography and printing. Each plan and each team leader had to start from ground zero on how to get this support on time.
e. Hard to get MFP out of the RMP process. Employees are most comfortable with old MFP process.

PUBLIC ISSUES OR MANAGEMENT CONCERNS WITH A COMMON THEME	SOURCE	GENERAL ISSUE
M-1	M-1	M-1
1. Coal mining should be developed; needed for national security.	Jim Miller - Wyoming Fuel Co.	Need for coal-leasing on federal coal lands within the Kremmling Resource Area.
2. Mining is compatible with multiple use.	Jim Miller - Wyoming Fuel Co.	
3. Offer lands in Lake John area for coal leasing.	Dick Flesch - Ralph Flesch and Son	
4. Specific tracts should be identified for coal leasing.	Jack Lustig - Attorney	
5. Develop coal leasing program in KRA.	M. Glassen - AMCO Coal Leasing, Inc.	
6. Public lands should be leased only where net leasing receipts equal or exceed those on private lands.	Bill Noe-Self	
7. Cost effectiveness should consider the new cost relative to producing energy via conservation measures.	Office of Energy Conservation, State of Colorado	
8. Coal development should be encouraged by leasing federal coal for both surface and underground mining.	P. Mattson - Utah International	
9. There are no definite areas identified for coal leasing.	General public response at public meetings	
10. Identify KRCRA - more coal inventory data needed.	Bob Green - Wyoming Fuel Co.	
11. Coal leasing should comply with county regulations.	Kent Crowder - Jackson County Administrator	

PUBLIC ISSUES OR MANAGEMENT CONCERNS WITH A COMMON THEME	SOURCE	GENERAL ISSUE
M-1		
12. Coal should be leased by Coalmont.	Bill Van Valkenburg - Self	
13. Cutbacks in mineral leasing will affect the cost of living.	Rex Shaw - Ozark Mahoney	
14. Social-economic impacts should be considered in any mineral or energy development.	Steve Colby - Colorado State Div. of Impact Assistance	
15. It is essential that the "criteria for designating lands unsuitable for coal mining" becoming an integral part of the planning process at the earliest opportunity.	Robert Shields - US Fish and Wildlife Service	
16. It is critical to energy needs of the country that the valuable coal deposits in the unit be offered for lease at the earliest possible date.	Brad Doores - Kerr Coal Company	
17. Coal development opportunities are real in the resource area.	Peter Mattson - Utah International	
18. Conservation of energy resources - we must not rush exploitation of energy resources.	Wendell Funk-Self	
19. Increased production of energy producing mineral is highly desirable.	Gene McConnell - Self	

GENERAL ISSUE	RESOLVE IN RMP OR OUTSIDE RMP (HOW)	PLANNING QUESTION	PLANNING CRITERIA (WITH REFERENCE IF AVAIL)
M-1	M-1	M-1	M-1
Need for coal leasing on federal coal lands within the Kremmling Resource Area.	Resolve in RMP	What federal coal lands within the Kremmling Resource Area are suitable for coal development?	A. Determine the suitable coal lands in the Kremmling Resource Area. (FLPMA (a) (2)) B. Suitable lands must be within areas where inventory is sufficient to identify the coal resource. (43 CFR 3400, I.M. CO-80-298) C. Lands will be considered suitable for leasing that are rated as high or moderate potential by USGS for development based on coal resource and demand or where an interes has been expressed outside the defined coal areas. (I.M. CO-80-298) D. Before lands can be considered for surface mining, the 20 criteria of unsuitability must be applied to them to insure environmental compatibility. (43 CFR 3461, I.M. W.O. 80-37, I.M. W.O. 80-346, 30 CFR 769, MOU BLM GS OSM) E. Qualified surface owner consent must be secured before lands can be considered for leasing for surface mining of federal coal under fee surface. (43 CFR 1601.3 p.) F. PRLA's will be evaluated for surface mining suitability. (I.M. CO-80-14) G. Existing coal leases will be evaluated for surface mining suitability. (43 CFR 1601.6

KREMMLIN
Worksheet
Planning Criteria

Page 4 (.) _

Activity Minerals

GENERAL ISSUE	RESOLVE IN RMP OR OUTSIDE RMP (HOW)	PLANNING QUESTION	PLANNING CRITERIA (WITH REFERENCE IF AVAIL)
			M-1 H. Propose logical economically suitable units so as to enhance competitive interest. (FLPMA 102(a)(2)) I. Provide coal leasing to stabilize existing industry in area. (Public and local government input) J. Development of coal as an energy resource is a high regional and national priority. (BLM Manual 1603) K. Jackson County favors environmentally and economically sound coal development. (Jackson County Comprehensive Plan) L. Reclamation standards will be in compliance with the federal SMCRA, and State Mine Land Reclamation Boards policies. (MOU-OSM-GS-BLM) M. Determine federal coal lands that are unsuitable for coal leasing because of other resource values or use conflicts (i.e. T&E, cultural, wildlife, etc.) (FLPMA 102(a)(2) NEPA) N. Coal mining activity plans will be developed after completion of RMP for areas designated suitable for further consideration for leasing. (43 CFR 3420.4

CAPABILITY ANALYSIS GUIDELINES

The capability analysis will require the development of a series of reasonable resource capability levels (RCL) of production, use and/or management intensity for each resource in each resource management unit (RMU).

The number of RCL's for each resource will vary by RMU. If a resource is present within a RMU then the range of RCL's presented should include the existing management situation, a high or maximum level, a low or minimum level and a range of levels falling in between maximum and minimum. It is possible that some resources may only have two or three RCL's while others may have as many as six.

Each RCL must meet the following standards:

1. Consistency with multiple-use and sustained yield principles.
2. Must be practical and implementable.
3. Consistency with existing land use plans (State, local, other Federal).
4. Must respond to planning issues and questions.
5. Must be within constraints of planning criteria.

The RCL's (including one for current management or "No Action") will be established as follows: For commodity resources (timber, minerals, grazing), the RCL's will range from those describing a maximum economic production level. The minimum and maximum levels are constrained by the five standards listed above, and are therefore realistic rather than hypothetical levels. In the case of Range only, one RCL will be that of no livestock grazing on public lands, in order to fulfill the requirements of the grazing EIS. This will be the minimum economic production RCL for Range and will be the RCL that is, in fact, unrealistic. For other resources, the RCL's will range from those minimizing the use, protection or management intensity of that resource to those maximizing use, protection or management intensity.

The RCL's that fall between the minimum and maximum RCL's should be logical levels or ranges of levels of use, production or management. No definition has been specifically identified for these intermediate levels, but they should be clear steps between the minimum and maximum RCL's.

A worksheet has been developed for use in preparing the capability analysis. A worksheet will be filled out for each RCL in each RMU. If a resource is not represented in an RMU, such as timber in the McCallum Unit, just fill out one worksheet and so state that there are no forest lands or timber resources in the unit.

Specific guidance for filling out the worksheet are as follows (refer to attached example also):

Resource - identify specific resource by accepted name i.e., wildlife, minerals etc.
Prepared by - identify responsible author.
RCL # - identify the number of the resource capability level. Express as a number out of a total number i.e., 1 of 4. The first level should be the existing or present level, the second should be the maximum or highest level and the last should be the minimum or lower level.
RMU # - identify the resource management unit by number and name i.e., #1 - Laramie River.

1. Description of Resource Capability Level
Briefly and clearly identify the capability level, referencing geographic areas where possible and quantify each RCL using consistant units for each (acres, miles, tons, etc.). The best way to express the RCL's is by levels of production, use and/or management intensity.

a. Management Practices to be Employed
Briefly describe the significant management practices that will be necessary to achieve the RCL. Include the what, when, where and how i.e., clearcuts of 40 acres and less will be the favored harvest method in stands that are mature, overmature, diseased or insect infested.

b. Support and Coordination Needs

In-House
What should be done within the BLM to acheive the RCL stated. Support needs may be access, land acquisition, fire management or control etc. The IDT memeber whose support you will require must be made aware of your needs. He or she will then try to include your needs in his or her planning responsibility.

Other
What support or coordination will be needed from other agencies, governing bodies or individuals in order to achieve the stated RCL. This may include cooperative agreements, memo of understanding, easements, R/W's, exchanges, etc.

2. Issues Addressed
Refer back to the planning criteria and identify which issues the stated RCL is addressing. Specific resource issues should be resolved in at least one RCL.

3. Rationale
This section should justify the stated RCL. It may include social or economic reasons, site potential, consistency with other land use plans, meets or exceeds BLM state or national goals, results of inventories etc. The better the rationale the better the chances during conflict resolution.

4. General Comments
Use this section to add anything you feel significant or too elaborate on any of the previous sections. Indicate the relative costs to implement this RCL in comparison to the other RCL's you identified for the RMU i.e., high, moderate or low cost.

KREMMLING RMP
CAPABILITY ANALYSIS WORKSHEET

Resource _____ RCL # _____

Prepared by _____ RMU # _____

1. Description of Resource Capability Level (RCL)

a. Management Practices to be Employed

b. Support and Coordination Needs

In-House

Other

identified through a process called Priority Use Zoning (PUZ) which is described, step by step, below.

B. Identifying Priority Use Zones

In the capability analysis, the resource specialists examine the inventory and describe several potential resource capability levels for each resource for each Resource Management Unit (RMU--geographic sub-unit of the planning area). Additionally, certain areas are either unique, significant, or unusually suited for development, management, or use of a particular resource. These may be archaeological or historic sites, critical winter range, or strutting grounds for wildlife, easily accessible and economically viable mineral deposits or spring grazing lands for cattle. These areas are called "Priority Use Zones" for planning purposes, and can be mapped by each specialist. Several levels of priority can be assigned to a resource if necessary. The accompanying maps (Attachment A) show high priority use zones and secondary priority use zones for several resources in a portion of the KRA.

Each resource will define what is high or secondary priority differently since there is no "common denominator" for defining priority use zones. In developing the accompanying maps for a purely hypothetical (but realistic) situation, the following definitions were used:

1. Wilderness = Wilderness Study Areas were considered high priority.

2. Range = Spring use areas were identified as high priority; fall use areas were identified as secondary.

3. Wildlife = Sage grouse strutting grounds and golden eagle nests are identified as high priority; "critical" big game winter range is identified as high priority (that range without which the herd would perish), and winter range is identified as secondary priority. Known T&E plant habitat is identified as high priority as is critical game fish habitat.

4. Minerals = Areas where minerals could be economically extracted at current market prices and technology are high priority; areas that could be economically mined given reasonable changes in the market price or forseeable technological advances are secondary.

5. Recreation = River segments currently used heavily by float-boaters are identified as high priority for that activity; areas currently used by ORVs and that are suited for ORV use are identified as high priority, additional areas suitable for ORV use are identified as secondary; the most popular and successful fishing and big game hunting areas are identified as secondary priority, although pockets of high priority areas probably exist within these zones.

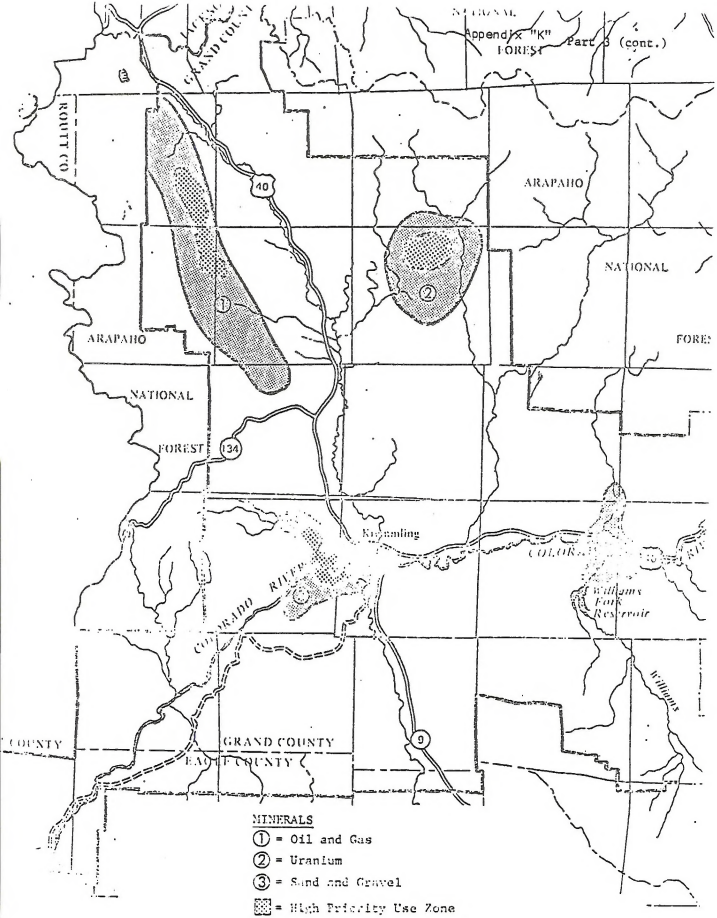
6. Visual Resources = Potential Class I areas are shown as high priority; Class II areas are shown as secondary.

7. Cultural Resources = Known historic and archaeological sites are identified as high priority; additionally, an area of high concentration of archaeological sites has been identified as a high priority management area, and an area of high potential for archaeological sites is shown as secondary.

8. Forestry = Areas of known economically recoverable timber products is shown as high priority for three different forest communities (Aspen, Lodgepole pine, and pinyon juniper), areas with potential for timber production are shown as secondary.

These classifications are only explanatory for the example shown. They are by no means absolute, and the definitions can (and should) be modified to fit the resources and conditions particular to each individual planning area. This flexibility permits the priority use zoning system to be universally applicable to all Resource Areas.

Note that some of the Resource activities are described as "priority management" rather than "use" areas (e.g. Cultural and Visual Resources). This acknowledges the idea that many resources can not be described in terms of use or production, and that we are zoning not only for land use but for resource management as well.


ROUTT CO.
ARAPAHO
NATIONAL
FOREST
ARAPAHO
NATIONAL
FOREST
40
34
9
Kremmling
COLORADO RIVER
Williams Fork Reservoir
Williams
GRAND COUNTY
GRAND COUNTY
MINERALS
1 = Oil and Gas
2 = Uranium
3 = Sand and Gravel
= High Priority Use Zone
= Secondary Priority Use Zone

U.S. BUREAU OF LAND MANAGEMENT, CRAIG DISTRICT
Kremmling Resource Area, Colorado
NEWSLETTER

No. 3 KREMMLING, COLORADO MAY 1982

Resource Management Plan UPDATE

Planning Process Moves Forward

Alternatives Selected

(See pages 4 & 5 for Alternatives Selected)

Alternatives for managing the public lands in the Kremmling Resource Area have been developed. The planning process is on schedule and in January of 1983 a Draft Environmental Impact Statement (EIS) will be published on the Kremmling Resource Management Plan. The statement will analyze six alternative land use plans for the public lands of the Kremmling Resource Area. The public will have an opportunity to read the statement and comment on it before Bureau management chooses one of the six alternatives, some combination, or even a modification of the alternatives as the final Resource Management Plan.

Developing these alternatives was one of the most important steps in the planning process and public opinion was of crucial importance. The alternatives had their beginnings in public meetings held in March of 1980. Over fifty major issues were raised about the management of the public lands in the resource area. These issues were published in a previous addition of this newsletter and they ranged from hopes for the future to concerns about deterioration of the public lands.

An extensive inventory was made of the public lands to gather information. Of course, raw data doesn't make a land use plan so the planning team used the inventory data with the issues as a basis for constructing alternative land use plans that would be responsive to the public's and the Bureau's concerns.

Each alternative land use plan emphasizes some resources over others. This reflects the variety in the public issues, which were not always compatible. For instance, the desire for additional mining might, in some cases, interfere with the desire for preserving a scenic landscape; recreation might interfere with some cattle grazing. The alternatives reflect these conflicts.

Each alternative will be described in narrative form and visually depicted on a map. The narratives will describe:

1. The management intensity that will be applied to each resource.

2. The types of land that are suitable or unsuitable for development or use.

3. The types of mitigation that must be imposed to protect or maintain resource values and/or to achieve compatibility between competing resources.

4. The types of management actions that are most likely to occur.

5. The types of support actions necessary to implement the alternative. Support from within the Bureau, other Federal agencies, State and local governments and the public.

The Environmental Impact Statement will give a comprehensive picture of the consequences of each alternative and each reader may make their own judgement about resolving these land use conflicts. The Public's role in the assessment of these alternatives will be important in two ways. First, the Bureau needs to know what the public's opinion

(continued on page 3)

NEW MANAGEMENT TEAM

Harold Belisle, Kremmling Resource Area Manager

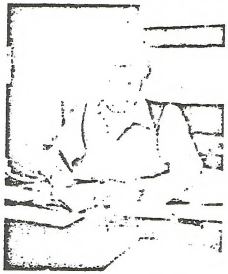
An entirely new BLM management team has come on board since the publication of our last newsletter. These men will be studying the Kremmling Resource Management Plan and Environmental Impact Statement. Ultimately they will make the decisions about land use in the Kremmling Resource Area.

Harold Belisle became the Resource Area Manager in August, 1981. He has a

Lee Carie, Craig District Manager

Master of Science degree in Park Administration and six years of service with the BLM and two years service with the Bureau of Outdoor Recreation.

Harold was appointed by Lee Carie, who has been the Craig District Manager since March 1981. Craig District covers three resource areas and 3.2 million acres. Mr. Carie has spent 19 years with the Bureau and has a Bachelor of



Terry Plummer, Associate District Manager

Science in Geology.

Terry Plummer has been the Associate District Manager since March of 1982. Mr. Plummer's twelve years of public service began with two years of service with the Peace Corps in Ghiana, West Africa. He has Bachelor degrees in Range Management and Wildlife Management.

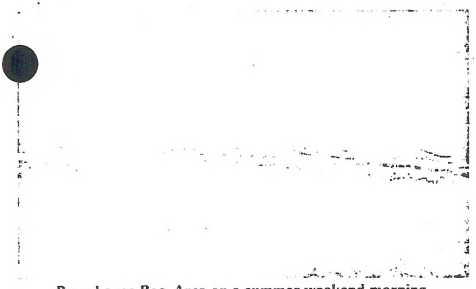
Archaeological find may rewrite history

Recent archaeological discoveries made in Grand County at the Windy Gap dam, reservoir and pipeline project may change our view of Indian beginnings in the new world. An archaeological consulting firm was employed by the Northern Colorado Water Conservation District to monitor construction impacts to archaeological sites on project lands. Archaeological or historical protection is required on all projects on Federal lands or which use Federal money.

The consultants made an initial discovery of fire-hardened clay and fire-charred material which could mean that Indians were building adobe-like houses at a time archaeologists thought they were living strictly in rock shelters, caves or wickiups. If this proves to be true it will mean that Indians had a more settled life style and higher technology at a much earlier age than previously thought.

A site on nearby lands administered by the Northwest Colorado Water Conservancy District may yield more information. The BLM site yielded carbon 14 dates of 6,000 years before the present. The Water District's site is not so old (4,000 years before the present), but it is more varied. Both sites, but especially the Water District's site, have evidence of fire-hardened clay used to reinforce building walls. Although these buildings were crude by modern standards, the dates for them are two thousand years older than previously known for any kind of construction with deliberately hardened clay.

The Water District is funding an excavation by Western Cultural Resource Management, Inc., the consultants who made the discovery, in the hope of determining the exact function of the hardened clay features. The Bureau of Reclamation is the lead Federal agency for the Windy Gap project and it is providing additional funds for excavation. The Bureau of Land Management is a cooperating agency.



Pumphouse Rec. Area on a summer weekend morning.

River Use Down Slightly

Final figures for the 1981 season show that float-boating use on the upper Colorado River below Gore Canyon (SW of Kremmling) and Dotsero was down about 6% from 1980. Some 42,000 user days were recorded on the 60 mile stretch of river. Approximately 83% of the use originated on the upper 14 miles of the river in the Kremmling Resource Area.

The drop in use is attributed to low water conditions in June and July before the reservoirs or the tributaries started releasing water for the irrigation season. In a normal run-off year (which is expected for 1982), some 45,000 use days are anticipated to occur on the river.

Forty-four outfitters were permitted to use public lands for commercial float-boating operations during 1981. Private parties are not required to obtain a permit. Commercial use accounts for approximately 70% of the total use. A study done in 1980 estimated the gross receipts for commercial outfitters on the upper Colorado River to be $904,000. The study also estimated that this segment of the Colorado River accounts for 19% of the floatboating expenditures, both direct and indirect to Colorado. This would amount to approximately $4.5 million being spent related to floating the upper Colorado River. Development of the Pumphouse Recreation Area, the major put-in point for the upper stretch, was completed in 1981. The Kremmling Resource Area in Conjunction with the Glenwood Spring Resource Area is preparing a management plan for the river corridor which will implement the RMP decisions and set the directives for future management of the corridor.

Alternatives Selected from page 1

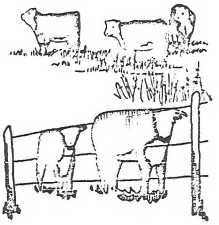
is and take that into account before a final decision is made. Second the public can play a role in making sure that the alternatives covered every issue. The planning team will make every effort to write a complete report but the public may discover information that was overlooked.

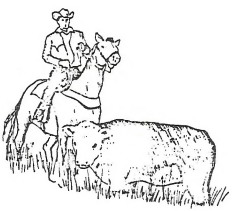
After the statement has been written and the public comment has been made, a Resource Management Plan will be issued based upon the alternatives given in the statement. The hard decision of selecting an alternative will fall on the Bureau management team. It will be their task to make the fairest possible decision for land use in the Kremmling Resource Area. Whatever that decision will be, it will be based upon the public's concern and the principles of the Federal Land Management and Policy Act, which requires the Bureau to manage the public lands for multiple use and sustained yield.

Attention Ranchers

Our range inventory is complete and the public is invited to review the results. During the summer of 1980, an extensive inventory of the rangelands was conducted in the Kremmling Resource Area to measure the available forage supply so that proper livestock and wildlife stocking levels could be determined.

Since the completion of the actual on the ground data gathering, BLM personnel have been verifying, compiling and analyzing the data collected to make preliminary forage allocations for livestock and wildlife on each grazing allotment. This information is available and we invite any interested parties to contact the Kremmling Resource Area where personnel are available to answer questions concerning the inventory data.





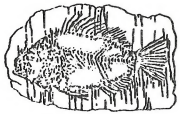
Alternatives for the Kremmling Resource Management Plan

1. No Action Alternative

OBJECTIVE - Continue present management, with some modifications
RATIONALE - Show the consequences of continuing present management and serve as a baseline for comparing other alternatives.

2. Energy and Mineral Alternatives

OBJECTIVE - Emphasize the exploration, development and transportation of energy and other critical mineral resources on Federal lands within the Kremmling Resource Area.
- Energy Resources, critical minerals, rights-of-way and other support actions will be favored.
RATIONALE - Help meet nationwide demands for energy and critical minerals.



3. Economic Benefit Alternative

OBJECTIVE - Emphasize the production and flow of goods and services from Federal lands.
- Maximize the production of all resources and activities that benefit the local/regional economy. Encourage the maximum feasible diversification of the local/regional economy.
RATIONALE - Expand the local/regional economy.

4. Renewable Resource Alternative

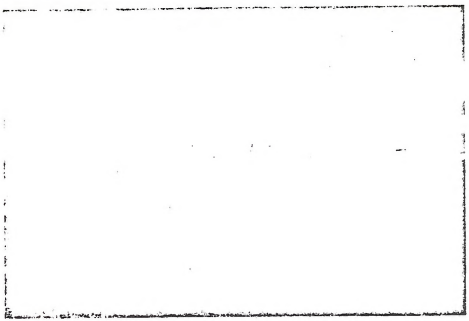
OBJECTIVE - Emphasize production, management and use of renewable resources on public lands in the Kremmling Resource Area.
RATIONALE - Maximize sustained yield of renewable goods and services from public lands to meet local, regional and national needs.

6. Natural Environment Alternative

OBJECTIVE - Emphasize the protection and enhancement of the natural environment within the Kremmling Resource Area.
- Favor management practices and users that do not detract from the natural setting.
RATIONALE - Maintain the natural environment as an integral part of the regional setting for the enjoyment and use of future generations.

5. Recreation Alternative

OBJECTIVE - Emphasize the provision and management of recreational opportunities and the availability of public lands to meet recreational needs with the Kremmling Resource Area.
RATIONALE - Provide for the recreational needs of a growing regional population that has more free time and is seeking recreation opportunities closer to home. The public lands in the Kremmling Resource Area are the subject of growing interest and demand as other public lands in the region become overcrowded.

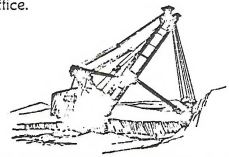


Typical Jackson County Rangeland underlain by coal.

Coal Mining Update

Lands Unsuitable for Surface Mining

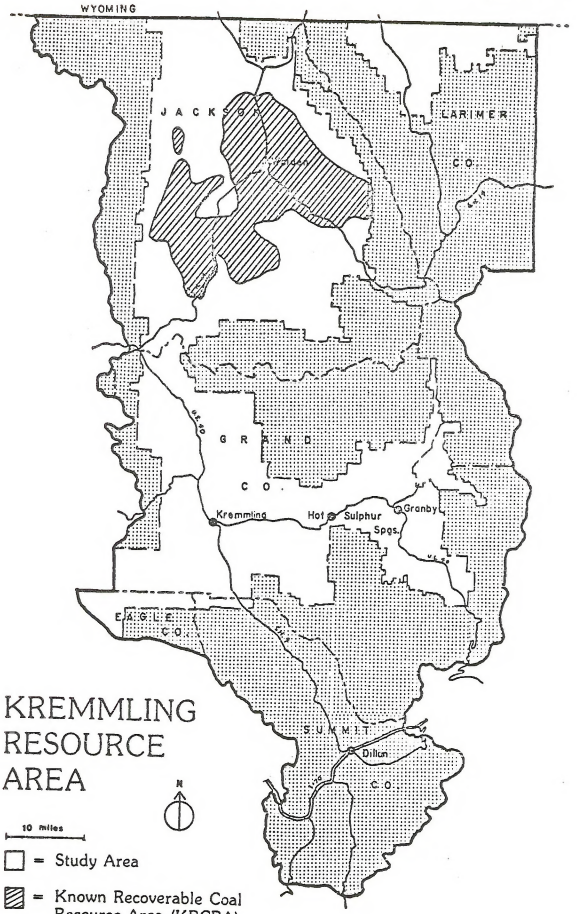
The Kremmling planning team assessed federal coal lands in Jackson County, Colorado to identify what lands were unsuitable for coal leasing for surface mining. The assessment included 109,000 acres of which 7,400 acres or 6.7% of the total were determined to be unsuitable for surface mining. The main reasons for declaring lands unsuitable were: 1) to protect habitat for endangered plants and animals, 2) to protect other important wildlife sites such as hawk and eagle nest sites and, 3) to protect lands producing a hay crop (alluvial valley floors). The completed unsuitability report is available for review at the Kremmling Area Office.



Surface Owner Consultation

Surface owners of lands with federal coal deposits in Jackson County were consulted to express their preferences either for or against surface mining on their property. Fifty two owners were notified. A majority, 68% of the owners were in favor or unconcerned about surface mining while 32% were opposed. The main concerns expressed against surface mining were the conflict between mining and ranching, the danger to water quality and the way it can detract from the natural setting. Those against surface mining were spread throughout the County.

Since there were no significant grouping of opposed owners located in any one particular area, no area will be excluded from consideration for future leasing during the RMP process solely on owner opposition. However, if private lands should be recommended suitable for future coal after the plan is completed, the owner will be again contacted for their consent to lease. If they are against leasing at this time, the Bureau will not offer those lands for lease.


WYOMING
JACKSON
LARIMER
CO.
GRAND
CO.
Kremmling
Hot Sulphur Spgs.
Granby
EAGLE
CO.
SUMMIT
Dillon
CO.
KREMMLING
RESOURCE
AREA
N
10 miles
= Study Area
= Known Recoverable Coal
Resource Area (KRCRA)

7

Alternative Workshop

The next required public review in January, 1983, when the draft plan and environmental impact statement is made available.

However, a workshop will be conducted on the alternatives if sufficient public support for one is expressed. The workshop will identify and explain the alternatives and the process by which they were formulated.

If you are interested in a workshop (to be held sometime between mid-May and mid-June) please address your request to BLM, P.O. Box 68, Kremmling, Colorado 80459 and state a preferred date and place, either Denver, Kremmling or Walden, Colorado.

If a sufficient response is received, you will be notified as to the time and location of the meeting.

Planning Schedule

May-June 1982 ..... Alternative workshop (If requested)
June 1982 ..... Draft Alternatives completed
August 1982..... Impact analysis and comparison of alternatives completed
Sept. 1982..... Selection of Preferred Alternative
Jan. 1983.....Publish Draft Plan and Environmental Impact Statement

This is the third issue of **RMP Update** to be published at least twice a year. The newsletter is an effort by the **Bureau of Land Management** to keep the public better informed about activities in the **Kremmling Resource Area, Colorado. RMP Update** is mailed free to all interested individuals and organizations. You will be included on the mailing list by contacting Kenneth Morgan, Bureau of Land Management, Craig District Office,P.O. Box 248, Craig, Colorado 81626, telephone (303) 824-3417. All materials contained in **RMP Update** may be reproduced or reprinted without permission.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

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I. Procedures for Writing the Environmental Consequences

1. Start by completing the Hoag worksheets for your affected environmental elements, for the No Action Alternative (baseline). Use the RMP-1 tables to help you do this. If you need more space, attach continuation sheets to describe necessary additions.

2. Fill out form RMP-2 using the Hoag worksheets as an aid. Summarize total impacts on all elements and subelements of your affected resource, that you consider important. Rank the impacts in order of their significance. You will have an outline for your narrative on your completed RMP-2.

3. For each alternative, starting with the No Action Alternative, write a narrative describing the specific impacts on your affected resource. Use the single sentence summaries from form RMP-2 as introductions for individual elements in your discussion. Discuss the most important impacts first, describing them in the most detail. Since narratives for the other alternatives must discuss only the differences in the impacts between the particular alternatives being addressed, the impact analysis for the No Action Alternative needs to be detailed and complete and yet concise as possible.

II. General Instructions for Writing the Environmental Consequences

Attached is information to guide you in writing the environmental consequences section. Keep the following items in mind:

1. Stess the most important impacts to your resource.

2. Be sure to check for cumulative impacts from other resource management activities. This is the place to identify them. (Use RMP-1)

3. Assume standard mitigation to be in effect, and identify special mitigation if needed. If you identify special mitigation, keep a separate list of all of it.

4. Write a short separate section for each of the special sections identified on page 4-4 of the EA writers guide (copy attached).

5. Write your section double spaced, and start each special section from item 4 on a new sheet of paper.

6. Your analysis should not be encyclopedic, but should compare impacts of the various alternatives, identify what the impacts are and how important they are. If you identify a significant impact, say why it is important. Attached is a handout which identifies 10 ways to describe significance.

7. Date each section you write, so as sections are changed you can identify the latest draft.

8. If a lengthy, detailed, technical analysis is required for your section, write a background report, showing the needed technical information. Your narrative should summarize the background report and reference it, rather than presenting large amounts of technical information and raw data.

If you have any questions ask Tom Manabe or Greg Goodenow.

7/19/82

EXAMPLE

Forestry practices include a multitude of activities including - clear cut, partial cut, thinning, overstory removal, spraying, burning, sanitation, planting, seeding. Each of these activities include specific surface disturbing practices including removal of vegetation, roads, erosion control systems, harvesting, piling, skidding, loading, hauling, clean-up, scarification, seeding, burning and planting etc. These practices are designated "Change Agents" in the accompanying form.

Take each "Change Agent" and list all aspects of surface disturbances in order of occurrence. Do not include actions such as Layout and Sale or Administration which do not in itself have surface disturbing aspects. Fill out the "A. Change Agent" only. Return all completed forms to Tom Manabe prior to February 22-23 Training Session.

ENVIRONMENTAL CONSEQUENCES WORKSHEET

Purpose:

Shows what impacts were considered for analysis. Think about any direct or indirect impacts. CYA and BLM's too. Use footnote to reference specific information.

Instructions:

Estimate changes - causes and effects. Quantify if possible. Include resource production levels as well as environmental impacts. Fill out A. Change Agents. Fill out B for other activities. Return to Tom when done.

Definitions:

Probability - Chance of occurrence of estimated quanitity.

Activity - e.g. Forestry, Recreation, Minerals may necessitate sub-groups such as Coal, O&G, locatables etc.

Affected Resource - Part B of analysis. Respective Resource to be analyzed per activity.

Change Agent - Cause of an environmental consequence, action changing the natural environment.

Increase/Decrease - Effect of change on indicator, increase or decrease. Does not mean "adverse"/"beneficial", no change (NC) is viable also.

Indicator - Element of the natural environment effected by change agent.

Natural Environment - Conditions, including trends, in the environment before a proposed action or activity is implemented.

Context - Including
Duration - How long change lasts.
Relative Importance - Why change is important.

* letter

A. ACTIVITY: _____

B. AFFECTED RESOURCE: _____

ENVIRONMENTAL CONSEQUENCES

RMP 1

Change Agent (Impacts)	+	-	Indicator (Changes)	Change					B. Affected Recource A, B. NC
				Quantity	Units	Pr.	Duration	Context	

ACTIVITY _____

RMP 2
ALTERNATIVES
CONTINUATION SHEET

AFFECTED RESOURCE _____

...GY & MINERALS	ECONOMIC BENEFIT	RENEWABLE RESOURCES	NO ACTION	RECREATION	NATURAL ENVIRONMENT

A. Preplanning

1. Identifying the Major Driving Programs

The initial decision to develop a full-blown RMP/EIS for the Headwaters Resource Area was based on three major program needs:

A. The need to comply with the NRDC grazing lawsuit;
B. The need to comply with the BLM's wilderness study requirements;
C. The need to update, revise, and consolidate all or parts of eleven MFPs inherited from other Resource Areas when the Headwaters Resource Area was established in 1976 (during BLM reorganization in Montana).

This "step" was handled informally and internally, involving the DM, ADM, AM, and a few key staff from the District and State Offices. The alternative of amending/updating MFPs individually was considered but dismissed due to the number and variability of the MFPs involved.

RETROSPECT: The "step" doesn't exactly show up anywhere in the regulations or manual, but it does serve an important purpose - it allows us to consciously select our plan "type" (maintenence, amendment, revision, etc.). Careful application of the "If it's not broken, don't fix it" philosophy at this point could result in major savings of time, effort, and dollars later.

2. Completing the Preplanning Analysis

The Headwaters PPA was conducted after inventories had started (for MFP revisions), but early enough to modify inventories to focus on major issues. The Public Participation Plan (PPA) exercise was a crash effort with mass participation---definitely not the product of one or two people. The PPA was initiated after "tentative" issues had been identified by management, staff, and public. For all practical purposes, our PPA document is the same as our Action Plan, being issue-oriented and focusing on inventory needs, due dates, roles and responsibilities, manpower and finding needs, etc. Examples of two forms we found useful for organizing the PPA are enclosed ("H"-1, 2).

The overall content of our PPA/Action Plan was organized within the following headings - process overview and flow diagram; PPA; tentative alternatives; public participation plan; NOI; guidance needed; schedule; organization and staffing needs; quality control; State Office guidance; training needs.

RETROSPECT: The preplanning analysis, like all products of the various planning steps, should be viewed as flexible, with most of the effort being directed toward estimating "next year's needs" (as opposed to trying to determine everything that could conceivably be needed during the life of the product).

3. Preparing the Public Participation Plan (PPA)

Because of the "average" level of public interest anticipated for the RMP, the public participation plan was developed with the simple goal of achieving compliance with NEPA, CEQ regulations, and the planning regulations. Public involvement dates were determined by the overall schedule required to meet our FY83 due date for completion. It was the primary responsibility of the District Office public information specialist to draft the public participation plan concurrent with the preplanning analysis.

The wilderness study requirements for public review were incorporated into the overall RMP public participation plan.

This step was also used to identify target publics (including other agencies, and to develop a first approximation of the Headwaters mailing list.

Our complete public participation plan (excluding mailing list) was six pages long, including a "recap" of previous public involvement relevant to the RMP effort. An example is enclosed ("H"-3).

4. Preparing the Notice of Intent (NOI)

The NOI was published following completion of the preplanning analysis. It referred to both the RMP and EIS, and indicated (in very general terms) the nature of major issues anticipated. An example is enclosed ("H"-4).

RETROSPECT: We would not recommend (as a first step) sending to the public a lengthy, detailed list of "tentative issues" or "preliminary alternatives," as this tends to legitimize issues/alternatives which were not thoroughly thought out in the first place, and which may tend to become "set in concrete" unless the public strongly objects to their inclusion (which is unlikely, based on our experience). Better to simply define (in layman's terms) what issues and alternatives are, then ask for ideas.

B. Planning Actions

1. Identifying, Screening, Determining Significance of Issues

Issues were initially "nominated" by a special citizen consulting group working with the DM and AM, and by resource area staff. Twenty-four were identified as tentative issues, then published for general public review. Few comments were received. The issues were then critically screened by the AM and core team to assure that they were allocative, individually significant (i.e., in some cases "insignificant" issues were dropped, or similar issues were combined/redefined to form a single highly significant issue), and not adequately addressed by existing policy and/or planning guidance. We ended up with a final list of 12 issues which will be republished for public review along with criteria.

Determining "significance" was necessarily a subjective process conducted largely on the basis of group concensus between the AM, core team, and steering committee. Factors considered include past public interest, anticipated future interest or controversy, and the degree to which issue resolution might result in changes to current land uses, resource allocations, management activities, and management objectives/commitments.

Most issues were not Resource Area-wide. To the extent possible issues were tied to the specific portion(s) of the RA affected (see enclosed Issue Summary, "H"-5). Our reason for limiting the geographic scope of issues is to save work in later planning steps (i.e., inventory, MSA, formulating alternatives, etc.).

RETROSPECT: Issues are fleeting, constantly-evolving concepts. Issues come and go, are lumped or split, refiend and redefined as inventories proceed, MSAs are written, team members change, and experience is gained. Issue-evolution, as opposed to issue-creation, is probably "normal" and to be encouraged, provided that everyone recognizes the possible ramifications (i.e., confused team members, extra notices to the public, changing MSA needs, etc.).

As a rule of thumb, more issues means more work.

2. Developing Planning Criteria

We tried three different approaches. First, each specialist was asked to develop criteria during preplanning, so as to come up with inventory needs. This was successful in that it "got the ball rolling," but is also resulted in a hodgepodge of different interpretations of what criteria were supposed to be and do (definately not suitable for public review). See Enclosure "H"-1.

Later, after thoroughly revising our issues (18 months after the first effort), the criteria were rewritten using a simplified, consistent format (patterned after the Tanghee N.F.). This approach eventually was nixed by the core team and management as being too general and not going far enough in resolving conflicts (see Enclosure "H"-6).

The third (hopefully final) approach was developed by locking the core team, project manager, and AM in the conference room for three weeks, during which time the entire package of issues, needed decisions, DM's concept, and criteria was reworded via group concensus. An example of the final issues/criteria package is enclosed ("H"-7).

RETROSPECT: Developing planning criteria proved to be a herculean task, with copious amounts of time being spent in conceptual discussions and still we lack total agreement on how to present planning criteria to the public (i.e., does the public want to deal with a lengthy list of detailed criteria, or should they be boild down to something more general and digestible?). There seems to be

an almost infinite variety of approaches possible for developing criteria, and at this point none have obvious overriding advantages or disadvantages. Our advice is to pick an approach which "feels good" and has some utility (i.e., use criteria as ticklers, as opportunities to resolve conflicts early, and as opportunities to eliminate unneeded alternatives and analysis), then get on with the rest of the process.

3. Inventory Analysis, Data Compilation, Collection and Storage

Data is being compiled and summarized by various specialists and filed in "traditional" locations - grazing files, RMAS reports, etc.; although upon final completion of MSA, most data summaries will be consolidated in one location. Map data is being stored in map cabinets on 1:24,000 scale topographic overlays and on 1:100,000 scale county map overlays.

Ease of updating will vary; in general, computerized data (SVIM, RMAS, TPCC) appears easier to update than "longhand" data, but more experience is needed to adequately test our capability here.

RETROSPECT: Keeping inventories "on track" with issues and criteria can be a big job. It may be advantageous to establish a "technical coordinator" early in the process to provide the necessary direction for inventories and data analysis.

4. Analyzing the Management Situation

In general, the same specialists who conducted the inventories are responsible for summarizing data and drafting MSA narratives using MSA criteria as "ticklers."

An MSA mock-up was prepared about midway through completion of the inventory step. The mock-up consists of an "annotated" outline, including blank tables and blanks in narratives where data will be inserted as it becomes available. The MSA includes both inventory summaries and conclusions, and is generally organized within the following sections:

A. Physical Profile (organized by resource/environmental component; tied to issues, looks like "Description of Existing Environment" EIS chapter).

B. Social and Economic Profile (tied to issues)

C. Management Situation

   1. Description of Current Management (organized by program; not strictly tied to issues; same as "No Action" alternative).

   2. Implications of Current Management (organized by resource/environmental component; not strictly issue-driven; same as "Environmental Impacts" section for no action).

   3. Opportunities and Needs (tied to issues)

RETROSPECT: The early preparation of an MSA mock-up is a valuable exercise for re-focusing attention on the purpose of the RMP (resolving issues), and for re-evaluating inventory needs and progress.

5. Formulating Alternative Plans

Approach - Two general objectives were kept in mind. One was to consider the most significant issues and generate different answers or solutions to questions posed. The other general objective was to provide some kind of comprehensive guidance for other resources activities not considered in significant issue. Appendix H-8 (Alternative Relationships, Summary, enclosed) was designed to address the issues and later in the process, a carefully considered section on management guidance common to all alternatives was developed to provide the additional comprehensive coverage. The alternatives summary provided an early framework and was adjusted along the way to issues being entirely eliminated (or added), due to changes in management direction (e.g. late developing MSO guidance for land base adjustment), due to MSA information becoming available and due to some lack of adequate inventory information being available. The comprehensive guidelines (management guidelines common to all alternatives) was developed by the project manager sitting down on a one to one basis with interdisciplinary team members with the area manager and from comparable sectors of U.S. Forest Service plans. A version of "Analysis Unit" concept was used for consideration of major issues. Under this concept, alternative numbers or values were generated only for those portions of the resource area where a significant concern exists. For the grazing portion of the RMP, the district managers concept provided that it was not necessary to consider a no grazing alternative. One issue (National Guard training) was dropped out at a late stage and completely eliminated from alternative consideration. A few alternatives (e.g. sequential leasing Rocky Mountain Front) were discussed extensively by the interdisciplinary team and area manager, and then briefly summarized as alternatives eliminated from detailed study. In summary several factors were reanalyzed late in the process, just prior to writing the draft, that resulted in screening out additional details of the alternatives.

Advantages - The end product was a reasonable consideration of important issues, and future decisions that have virtually no potential for being controversial were not considered and analyzed unnecessarily.

Disadvantages - None.

Retrospect - In response to comments in the range management portions of the draft, and revisions to the final RMP/EIS, it would have been better to have analyzed and documented the no grazing alternative initially.

6. Analyzing Alternative Plans

Approach - With only minor directions, specialists were assigned to assess the impacts of alternatives defined at quite a general level of detail. This task proved to be rather difficult and the resulting impact analysis was also quite general, and also variable between specialists. The quality control review by MSO and W.O. staffs generated most suggestions for improvement for the environmental consequences section of the document. Even after refinement that section remained the weakest, but for the most part did not generate significant adverse public comments. Perhaps this was due to the fact that the preferred alternative was quite widely accepted by the public.

Advantages - None.

Disadvantages - In other situations, extensive additional effort could be required between the draft and final, or protests could result, if the impact analysis is not of better quality.

Retrospect - Members of the I.D. team need to be more "keyed" into some concepts and philosophy of impact assessment in order to make the analysis brief, pertinent and consistently address the more general level of detail found in an RMP. Butte district has already utilized Pete Haug for training for the next district RMP.

7. Selecting the Preferred Alternative

Time did not permit a detailed impact analysis of alternatives before selection of the preferred. However, a general understanding of significant impacts was informally a part of the thought process of project manager, I. D. team and area manager. The project manager and I.D. team utilized an informal rating process utilizing established criteria and quality standards for wilderness suitability. Considerations for special designations were incorporated in the wilderness analysis. The preferred alternative for the range management issue was pretty much a reflection of current policy. For virtually all major issues, specialist and interdisciplinary input was utilized extensively.

Advantages - The resulting preferred alternative was favorably received by a variety of diverse public interests.

Disadvantages - None.

Retrospect - Based upon public response and feedback we had accurately perceived the most significant issues and drafted a preferred alternative that was reasonable and responsive.

8. Selecting the RMP

Approach - Very few adjustments were necessary between the draft and final. There are:

1) An additional 25 acres were identified for no surface occupancy for future coal leasing.
2) 1040 acres of public land were shifted to retention category (from disposal, further study).
3) The annual allowable cut timber harvest was reduced from 2.6 mmbf to 2.4 mmbf. This adjustment was made in response to U.S. Forest Service comment and to better coordinate with their management goals on immediately adjacent lands.

9. Protests

Two protests were received for the Headwaters RMP. They were timely filed and both protestors had standing. One protest dealt with a general objection to all wilderness recommendation; it has been responded to by the Director (as of 5/1/84). The remaining protest was regarding a decision not to withdraw any acreage from mineral entry in an area adjacent to a rural subdivision. The resource concern was potential groundwater contamination due to potential mining activities.

A proposal had been made and the environmental consequences estimated for the withdrawal of 2960 acres as another plan alternative. It is anticipated the Director will uphold the proposed RMP, not resulting in any withdrawal.

Governor's consistency review was completed generally within the guidelines of a memorandum of understanding that was being developed at the same time as the draft was available along with a briefing to the governor's staff regarding proposed changes as a result of comment. The governor's consistency approval came along with various agency comments on the draft, which arrived about 15-45 days after the close of the draft comment period. As stated previously, in Montana the Governor's office does not appear to be inclined to raise consistency questions, or issues.

10. Decisions

The record of decision is a very brief document, making reference in large part to appropriate sections of the final RMP/EIS which had been expanded to provide the full details (including revised maps) for the preferred alternative.

Some special provisions pertaining to compliance with the threatened and endangered species act were added, as a result of formal consultation with the U.S. Fish and Wildlife Service.

Alternatives analyzed in detail were stated, as well as those eliminated from detailed study. A summary of public involvement was included along with statements concerning the environmentally preferred alternative, consistency, mitigation and monitoring.

11. Monitoring

A separate monitoring plan is being prepared and is scheduled for completion this fiscal year (FY-84). Due to recent reorganization in Montana, separate monitoring plans will be prepared for the 2 resource areas now affected by the RMP.

12. Miscellaneous

Through a state office commitment, it was agreed that BLM would prepare a biological assessment for the Headwaters RMP relative to effects on threatened and endangered species. This was done subsequent to completion of the final RMP/EIS. A potential problem occurred when in the consultation process after receipt of the biological assessment the Fish and Wildlife Service raised some new issues that they had not surfaced in their review of the draft. Another concern is the additional work requirement of producing a biological assessment when the draft RMP/EIS should be sufficient. Based upon Headwaters experience and our understanding of U.S. Fish and Wildlife Service NEPA procedures, we believe it is not necessary or desirable to produce a biological assessment for any RMP/EIS.

13. Summary

Key lessons learned during the Headwaters RMP/EIS process include:

1) The importance of sticking to intermediate deadlines as well as the "final" due date (i.e., don't let the early steps drag on).

2) The importance of not striving for too much "logic and perfection" (i.e., don't feel the early steps have to be absolutely finalized before you go on to subsequent steps. Take your best shot at them, leave them rough, and go on to something else. If you don't feel ready to tackle the "next" step, then tackle any step you're prepared for. In other words, don't view the order of the steps too rigidly. (Keep your knees flexed!)

3. The importance of viewing RMP/EIS's as "major efforts" requiring adequate "overhead" (i.e., the project managers alone probably can't handle an effort of this size and still maintain health and safety. A good "man Friday" is needed essentially full-time to do day-to-day technical coordination-type work, freeing the project manager to plan ahead, organize the next week's/month's work, deal with the public, other agencies, etc.).

4. The need to invest significantly in orientation and training for members of the interdisciplinary team, particularly before asking them to "invest significantly" in new phases of the process (i.e., training in analyzing/documenting environmental consequences would be a very good idea before asking the team to draft Chapter 4).

5. Also for the benefit of the team, it would be desirable to make the process more "mechanical" by making more use of standard outlines, forms, tables, etc. - give them something other than blank paper and vague instructions. Also, don't introduce a new concept or term to the team unless everyone in "overhead" has agreed on its meaning. In other words, don't bog the team down (and possibly lose the team's confidence) in semantic arguments over terms, concepts, etc.

6. The cutting off of all inventory type work at a crtain phase in the RMP process is very important. This means in some instances that we must use "hand generated" figures and abandon computer based data.

7. Continual analysis, relating and culling of major resource issues is important. More emphasis should be put on doing this in the earlier stages of the RMP. This is fairly widespread resistance to doing this by a variety of resource specialists but much work can be saved eventually by culling the number of issues. Perhaps an early exercise by the team leader and area manager working with the various specialists on management guidance common to all alternatives (comprehensive guidance for non-issue areas) will facilitate the acceptance of various resource specialists in reducing the number of issues.

8. Many of the experiences of the RMP will aid future efforts, but on the other hand many concepts and techniques of organization can be learned only by doing. It is likely that each RMP will be done by what is essentially a different "ad hoc" team. Accordingly there will be a certain amount of inefficiency occurring and new team management adjustments required for each new RMP effort. To some extent interdisciplinary team involvement is still being inhibited by old "tunnel vision" concepts.

9. The lessons learned by the pilots will no doubt contribute to better quality RMPs in the future; hopefully future efforts will also be run more efficiently and team morale will be at higher levels. Future efforts will also no doubt cost less and take less time, although ---- there may be ---- opportunities to improve quality and relatively less room for cost and time reductions (unless you use experienced people available to do all future planning).

Headwaters
Project Planning Situation Analysis

Date _____

Page ___ of ___

Issue 1

End Product	Planning Criteria	Inventory Design
A scattered and complex land ownership pattern hinders effective management of the public lands.	A. Determine the land tenure adjustments through disposition (exchange or sale) or acquisition (exchange or purchase) which will lead to a more manageable land base. Identification of high priority tenure adjustments will be made.	A. Criteria are divided into three major categories including disposition, acquisition, and general for tenure adjustments: Disposition 1. Consideration will be given to the resource values involved and their importance to present and future generations of the public. 2. An important consideration will be the need/demand for public land by other federal agencies, state or local agencies, and private sector. 3. The manageability of the tract (resources) will be weighed considering the following: a. Ownership pattern of surrounding land. b. Existing and potential uses of surrounding land. c. Existing and/or potential access to the land. d. Current and potential uses of the land, both authorized and unauthorized, will be examined. The most beneficial use of the tract (to the general public), and under whose management that use could best be achieved, will then be considered. 4. Prior to final disposition, lands having potential for disposal will undergo further intensive study, including compliance with NEPA. 5. Exchange will generally be the preferred means of disposal.	A. 1. Land ownership patterns, status of public lands and tract size will be determined from master title plats and township and range files. 2. Actual occurring uses of public lands will be determined by field inventory. 3. Present and potential resource values will be determined by individual resource inventories. 4. Get detailed information on other land, ownership from county, state, or other federal agencies. 5. Review and evaluate all land use plans affecting lands involved with tenure adjustments. 6. The score card for ranking AMP areas (refer to Issue 2) will be employed. The final score must be tempered by a subjective evaluation of BLM's ability to regulate livestock grazing. Most of the areas which fall into the "general" grazing management category would be recommended for disposal provided disposal of public land will not result in disruption of the local livestock industry. 7. To determine what seasonal uses are occurring on the public land, inventories will be conducted for all four seasons before any recommendations for disposal are proposed. 8. Ongoing wildlife habitat inventories in association with other planning efforts will (continued)

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2

Appendix "H" Part 1

Headwaters
Project Planning Situation Analysis

Date _____

Issue 1

End Product	Planning Criteria	Inventory Design
A (continued)	Acquisition 1. Highest consideration will be given to those tracts which would definitely provide more value (present or anticipated) to the general public than the cost of implementing the acquisition, including values lost through exchanging lands (e.g. "selected" lands). 2. Acquisitions should enhance the overall manageability of public lands. Therefore, they should be adjacent to existing public lands, unless acquired specifically to protect a unique resource site or provide access. 3. Areas already identified as having potential for acquisition and will be studied further include: a. Lands adjacent to existing public lands along the East Front from Rogers Pass to Birch Creek. b. Devils Kitchen (Sawtooth area) c. Missouri River from Hardy to Canyon Ferry (including additional Sleeping Giant acquisitions) d. Bull Mountain e. Devils Fence--Johnny Gulch f. Poor Gulch--Bounder g. Doherty Mountain h. Townsend to Winston i. Smith River j. Beaver Meadows k. Indian Creek l. Marysville m. Montana City	accomplish needed data for recommendations to future land acquisitions, retentions, and exchanges. 9. Concentrate inventory efforts in the identification of "key" or "crucial" wildlife habitats. 10. a. Wilderness Intensive Inventory b. Recreation inventories (RIS, RATS, Visitor use data, ORV) c. Socio/economic inventories d. Legal title search e. Cultural and VRM inventories 11. TPCC. 12. Prepare a survey of what the demands are for public lands to be in other than federal (BLM) ownership.

Issue 1

End Product	Planning Criteria	Inventory Design
A (continued)	General for Tenure Adjustments 1. An adequate land base will be retained to provide for continued availability of federal lands to satisfy balanced public and private needs. 2. Lands not considered proper for disposition or that have no foreseeable potential for disposal, shall be retained for multiple-use management unless factors change to the extent that disposal criteria is met. 3. Tenure adjustments should be consistent with state, regional, and local land use plans. 4. The need for tenure adjustments will be closely reviewed every 5 years.	

PRE-PLANNING ANALYSIS SUMMARY

ACTIVITY: 4310 (Forest Management)
PAGE:
LAND USE PLAN/EIS: Headwaters

WORK ELEMENTS (KEY TO ISSUES)	INFORMATION AVAILABLE OR INFORMATION NEEDED	SOURCES OF INFORMATION	METHODOLOGY USED TO COLLECT DATA	WMS NEEDED (OR CONTRACTS)	OPPORTUNITIES FORECONE IN LAND USE PLAN/EIS	INVENTORY START & COMPL. DATE	PERSONNEL ASGND	ANP OPPORTUNITIES FORECONE
esource Area Issue-								
orest Management	Available: Plot data from extensive inventories 1971-74. Data on volumes, growth, and productivitiy. Needed: Type maps showing location of forested land and productivity classes.	Existing inventory data, aerial phoros, USGS maps.	TPCC inventory 1 or 2 man crews in field after office identification of non-forest and non-commercial land.	20-5 for office work and compilation. 15 for field work.	None	Some preliminary in FY 79. Split 20 WM into FY 80 and 81 begin 6/80, end 9/81.	Petroni (HRA) Torgersen (DO) 2 temps.	500M BF/yr of allowable cut for FY80 and 81.

DRAFT

ACTION	RESPONSIBILITY	TIME TABLE
1. Personal contacts by BLM managers and resource specialists with local, State, and federal resource people to identify issues and areas of concern as seen from a perspective outside BLM. (L, S, F)	DM, AM & Staff	April 1979 &
2. Devise tentative list of issues for RA; mail to a list of 800 to 900 individuals and agencies with known or suspected interest in land use planning in Headwaters RA inviting comments. Appoint a 9-member consulting group of informed citizens to further aid in issues identification. (IC, PI, L, S, F)	Staff	April 1979 (completed)
3. Consolidate and analyze public response to issues list. Meet with consulting group to discuss issues in their present form and the public response to them. (IC, PI, L, S, F)	AM	May 1979 (completed)
4. Prepare draft of Pre-planning Analysis which includes a restatement of the issues. Meet again with consulting group to obtain their reaction to the document and their advice on prioritizing issues. (IG, PI, L, S, F)	AM & Staff, P&EC	June 1979 (completed)
5. Collect a full file of still pictures and video coverage of the various issues areas for later use in media information campaign. (P, IG, PI, L, S, F)	PIO	July-August 1979 (completed)
6. Publish a Federal Register describing proposed planning action in accordance with 1601.3(g), CFR. Mail copies of the notice with a news release to Butte District media.	P&EC, PIO	March 1980

4310-84

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RESOURCE MANAGEMENT PLANNING
INITIATION OF PLANNING ACTIVITY IN HEADWATERS
RESOURCE AREA, BUTTE DISTRICT, MONTANA

In accordance with 43 CFR 1601.3 (g), notice is hereby given of resource planning activity now underway.

(1) Description of the proposed planning Action:
Preparation of the Headwaters Resource Area Resource Management Plan (RMP). This RMP will be based upon existing statutory requirements and policies and will carry out the requirements of the Federal Land Policy and Management Act of 1976 (FLPMA). This RMP and accompanying Environmental Impact Statement (EIS) will provide the basis for resource allocations and will define and guide subsequent management decisions within the Headwaters Resource Area. The RMP/EIS is scheduled for completion by September 1983.

(2) Identification of the Geographic area to be planned:
The subject area is generally located along the east slope of the Rocky Mountains and covers all or portions of Pondera, Teton, Cascade, Lewis and Clark, Meagher, Jefferson, Broadwater, Gallatin, and Park Counties in Montana. The majority of BLM administered Resources in the planning area are in the Upper Missouri River Basin, with smaller portions in the Upper Yellowstone River Basin.

(3) The general types of issues anticipated:
The completed plan will make allocations of the various resources present, including (but not limited to) vegetation allocations to domestic livestock, watershed and wildlife based on the Bureau's Site Vegetation Inventory method. The plan will also address areas of Critical Environmental Concern and Wilderness Study Areas identified through and intensive inventory which is to be completed in 1980.

(4) The disciplines to be represented on the interdisciplinary Team: Wildlife Biology, Non-game Wildlife Biology, Hydrology Soils Science, Range Mangement, Archelogy, Recreation, Visual Resource Mangement, Lands, Forestry and Economics

(5) The kind and extent of public participation activities to be provided:
Public participation for the RMP/EIS process will be carried out in several ways. During the inventory phase, public participation will take place on an individual basis between interested parties and the BLM. As the planning process proceeds, the public will be asked to become more formally involved through workshops, open houses and public meetings. If appropriate, mass mailings will be used to solicit comment on controversial issues. The district mulitple use advisory council and the district grazing advisory board will offer

their expertise in the plan preparation. Arrangements will be made to involve local planning agencies in the planning process, and state and other Federal Land Mangement agencies will be contacted to assure maximum coordination of their plans and objectives with the RMP at both regularly scheduled and special meetings.

(6) The times, dates and locations scheduled or anticipated for any needed public meetings, hearings, conferences or other gatherings as known in February 1980:
Two meetings with an ad hoc citizens consulting group to help define issues in planning area May and June 1979, Helena (completed); various meetings with local planning board, spring and summer 1980; regular and special coordination meetings with Federal State Land Mangement Agencies throughout the planning process; regular meetings of the District Grazing Board (next meeting shceduled for sometime between the last week in July and mid August 1980 at the Butte District Office, 106 North Parkmont, Industrial Park, Butte) and, upon its approval and chartering, the Butte District Multiple Use Advisory Council; a series of public meetings and/or open houses throughout the Resource Area. To discuss the newly developed Resource Management alternatives, August 1982.

(7) The name, title, address, and telephone number of the Bureau of Land Managment Official who may be contacted for further information:
Jack A. McIntosh
District Manager
P. O. Box 308
Butte Montana 59701
(406) 723-6561.

(8) The location and availibility of documents relevant to the planning process:
Documents will be generally available for public review and will be located at the Butte District Office, 106 North Parkmont (Industrial Park), Butte, Montana.

Dated: March 5, 1980

Jack A. McIntosh
Distric Manager

HEADWATERS RMP
ISSUES SUMMARY

ISSUE	ANALYSIS AREA AFFECTED					
	RMF	HV	J/WB	LH	SG/DK	ES
1. Oil and Gas Leasing	X			X		
2. Grazing Allotment Management	X	X	X	X	X	X
3. Wilderness Recommendations	X		X		X	X
4. Riparian & Aquatic Habitat	X	X	X	X	X	X
5. Forest Management	X	X	X		X	X
6. Land Ownership Adjustments	X	X	X	X	X	X
7. Mining Impacts-Scratchgravels		X				
8. Motorcycle Use Areas		X		X		
9. Motorized Vehicle Access		X		X		
10. Avoidance/Exclusion Areas		X	X	.	X	
11. National Guard Use				X		
12. Coal Leasing						X

RMF = Rocky Mountain Front
HV = Helena Valley
J/WB = Jefferson / West Broadwater counties
LH = Limestone Hills
SG/DK = Sleeping Giant / Devil's Kitchen
ES = East Side
$\sum$ = the Headwaters R.A.

ISSUE #5: RANGELAND VEGETATION MANAGEMENT

The preferred alternative should	Factor	Unit OF Measure
5a. maximize long-term improvement of range condition to satisfactory.	-amount of range in satisfactory condition by year 2010	-acres
5b. minimize short-term impacts to livestock operators.	-amount of forage available for livestock during RMP implementation (initial "target" allocation)	-AUMs
5c. maximize long-term benefits to livestock operators	-amount of forages available for livestock by year 2010	-AUMs
5d. minimize impacts on other important rangeland vegetation uses and values.	-see Decision Criteria #3a, e, f, g, k, l, 4a, C2a-c, C4b-d	

CONCERN #1 LAND OWNERSHIP ADJUSTMENTS

C1a. minimize disposal of public land with high public resource values.	-see Decision Criteria #1a-d, 3 (all), 4a, 5a-c?, 22c, C32-c, C4b-d	
C1b. minimize disposal of public land parcels greater than 160 acres in size.	-amount of public land in parcels larger than 160 acres to be disposed	-acres
C1c. minimize disposal of public land with non-recoverable "on-the-ground" public investments in facilities or improvements.	-value of investment to be disposed	-$
C1d. minimize retention of public land suitable for agricultural development.	-amount of public land with Class I and II soils to be retained	-acres
C1e. minimize retention of public land subject to long-term occupancy trespass.	-amount of public land with occupancy -trespass cases to be retained	-# cases -acres

ISSUE 2: GRAZING ALLOTMENT MANAGEMENT

Management changes appear to be needed in certain livestock grazing allotments in order to reduce conflicts between livestock grazing and other important resource uses and values.

ANALYSIS AREA INVOLVED	PRINCIPLE CONFLICT OR IMPACTS ANTICIPATED
Rocky Mountain Front	-grizzly bear (spring/summer); bighorn sheep (winter/spring); riparian; watershed
Helena Valley	-elk; mule deer; riparian; watershed
Jefferson/West Broadwater	-elk; mule deer; watershed; riparian
Limestone Hills	-elk; mule deer; riparian; watershed
Sleeping Giant/Devils Kitchen	-elk; mule deer, riparian
East Side	-elk; mule deer, riparian; watershed

DECISIONS NEEDED

How should grazing allotments be categorized for selective management?

What allotment-specific management objectives should be established?

Which allotments require further activity planning (AMPs), and according to what priorities?

What short-term adjustments in livestock forage allocations, if any, are needed to meet management objectives?

Upon implementation of range improvement practices, what uses should be emphasized for future projected forage increases?

DM'S CONCEPT: Future management of livestock grazing in the Headwaters Resource Area should place equal emphasis on maintaining or improving crucial wildlife habitat and minimizing disruptions to exisiting livestock operators.

EVALUATION CRITERIA: The following factors will be considered in evaluating each alternative, and in selecting the preferred alternative:

1. Amount, location, and condition of the resources identified under "principle conflicts or impacts anticipated" above.
2. Changes in AUMs licensed and AUMs consumed by livestock (estimate).
3. Amount of public land with vegetative communities in satisfactory condition.
4. Watershed condition.
5. Social and economic impacts to livestock operators.
6. Estimated amount of public land to be treated by type of treatment (i.e., burn, spray, etc.).
7. Estimated number or amount of range improvements to be constructed, by type (i.e., fences, springs, etc.).

ALTERNATIVE FORMULATION CRITERIA: The following guidelines will be used to formulate alternatives:

1. (Rocky Mountain Front only): All alternatives will provide sufficient available forage on grizzly bear spring/summer habitat and bighorn sheep winter/spring habitat to maintain or achieve at least a satisfactory habitat rating.
2. All alternatives will strive to maintain or improve crucial wildlife habitat, and to minimize disruptions to existing livestock operators.
3. At least one alternative will consider increasing livestock use in those allotments having additional available forage after other consumptive/non-consumptive needs have been met.

MSA CRITERIA: The following information or descriptions will be required for analyzing the management situation:

1. Current amounts, locations, and conditions of the resources identified under "principle conflicts or impacts anticipated."
2. Summary of dietary overlap between domestic livestock and the following wildlife species: grizzly bear (spring/summer), bighorn sheep (winter/spring), elk, and mule deer.
3. Amount of AUMs currently licensed for livestock. Amount of forage consumed (AUMs).
4. Current amount, location, and condition of vegetative communities on public land.
5. Current amount, location, and condition of watersheds (soil stability).
6. Local attitudes and social values regarding the resource uses or values discussed in 1.-5 above.
7. Current dependency of local and/or regional economies on the resource uses or values discussed in 1.-5 above.
8. Current and projected future demand for the resource uses or values discussed in 1.-5 above.
9. Potential for impacts to (or changes in) the parameters discussed in 1.-7 above, based on current BLM management direction.
10. Capability or potential of public lands to produce or provide opportunities for use of the resources discussed in 1.-5 above, if constrained only by sustained yield and multiple use principles.
11. Amount of public land to be treated by type of treatment, and number or amount of range improvements to be constructed by type of improvement, based on current BLM management direction.
12. Estimated implementation costs for treatments and improvements discussed in 11 above.
13. MIC categorization summary-all allotments (including criteria).

ISSUE 6: LAND OWNERSHIP ADJUSTMENTS

Special attention is needed to identify those portions of the Headwaters Resource Area where land ownership adjustments are needed to achieve more efficient management and utilization of public resources.

ANALYSIS AREAS INVOLVED	PRINCIPAL OPPORTUNITIES AVAILABLE
Rocky Mountain Front	-transfers to Forest Service
Helena Valley	-dispose of scattered tracts; deal with residential problems
Jefferson/West Broadwater	-retain blocked-up public land; possible acquisition
Limestone Hills	-retention
Sleeping Giant/Devils Kitchen	-retention/acquisition for Sleeping Giant; deal with checkerboard problem in Devils Kitchen
East Side	-dispose of scattered tracts; some transfers to Forest Service

DECISIONS NEEDED: How should the following three land ownership adjustment categories be applied to public land in the Headwaters Resource Area-

I. National System Lands
II. Cooperative Management Lands
III. Transfer Lands

(See attached draft State Director Guidance for more information.)

DM'S CONCEPT: Land ownership adjustment categories are to be applied with a "broad brush" and should not be tract-specific.

EVALUATION CRITERIA: The following factors will be considered in evaluating each alternative, and in selecting the preferred alternative:

1. Management efficiency/effectiveness (subjective comparison).
2. Amount of public land in each category.
3. Impacts on public use of public resources.
4. Local social and economic impacts.

ALTERNATIVE FORMULATION CRITERIA: The following guidelines will be used to formulates alternatives:

1. At least one alternative will be developed which addresses those opportunities identified under "principal opportunities available" above.

MSA CRITERIA: The following information or descriptions will be required for analyzing the management situation:

1. Summary of current land ownership statistics plus status map.
2. Discussion of current management problems related to land pattern (location, magnitude, etc.)
3. Access summary.
4. Summary description of current management intensity (including investments/improvements) by program.
5. Summary description of resource values, particularly
   a. mineral development potential
   b. recreation values
   c. wildlife habitat
   d. renewable resource productivity.
6. Summary of local social attitudes toward and economic dependency on current land ownership pattern.

ISSUE - ALTERNATIVE RELATIONSHIP SUMMARY

ISSUE	ALT. #1 - No Action	Alt. #2 - Resource Protection	Alt. #3 - Mixed Protection/Production	Alt. #4 - Resource Production
1. Oil & Gas	essentially all lands open to leasing; special stipulations attached "as needed" following case-by-case analysis	sensitive areas closed to leasing; special stips attached to all leases affecting sensitive resources	highly sensitive areas closed to leasing; special stips applied to highly sensitive situations; lease development staggered	essentially the same as NO ACT. possible subalternative: stan stips only (unless T&E involve.
2. Grazing Mgmt.	continuation of present livestock use; few new AMPs or improvements	decrease in livestock use; AMPs and range improvements developed where wildlife/soils will benefit	essentially the same as NO ACTION, except new AMPs and improvements developed for "multiple benefits" monitoring emphasized; some changes in livestock use possible	increase in livestock use; AMP and range improvements develop where livestock will benefit
3. Wilderness	no wilderness/ no action	all wilderness	some wilderness	no wilderness/new management direction
4. Riparian	continue present livestock management practices, regardless of effect on riparian habitat	modify livestock use to improve/ maintain all riparian habitat in satisfactory condition	essentially the same as RESOURCE PROTECTION (?)	changes in livestock use permitted so long as current riparian condition is maintained (no further deterioration
5. Forest Mgmt.	essentially no program/ no guidance at present- "most sales via trespass"	sensitive areas closed to harvesting; restrictions applied to all areas with sensitive resources	highly sensitive areas closed to harvesting; restrictions applied to protect highly sensitive resources	all commercial forest available for harvest; restrictions applied only to maintain soil, water, T&E species
6. Land Ownership Adjustment	essentially all public land "available" for disposal; decisions made following case-by-case analysis; no priorities for disposal/retention/acquisition	most lands prioritized for retention; some disposals of low-value tracts by exchange only; acquisition priority areas; wildlife habitat, recreation sites	essentially the same as NO ACTION, except RA will be "zoned" according to priorities for retention, disposal, acquisition, emphasis on exchanges	public only high value lands prioriti for retention; disposal of most scattered tracts plus all land suited for agricultural, residential, commercial develo ment; emphasis on sales; low emphasis on acquisitions
7. Mining in the Scratchgravels	all public land open to mining	sensitive areas withdrawn from further mineral entry (possible subalternative: RAPP to City of Helena)	same as (?)	same as NO ACTION
8. Motorcycle Use	one area presently "dedicated" to motorcycle races (Montana City); other areas considered on case-by-case basis	retain Montana City race area; remainder of Helena Valley and Limestone Hills closed to racing	establish several race areas based on rest-rotate/multiple-use considerations;	establish several race areas based on suitability for racin
9. Motor Vehicles	entire Resource Area open to motor vehicles without restriction (except WSAs)	sensitive areas closed to motor vehicles; restricted areas established to protect sensitive resources and eliminate conflicts with non-motor uses	highly sensitive areas closed to motor vehicles; criteria established for future annihilation of closures and restrictions	essentially the same as NO ACT.
10. Corridors	essentially all lands available for consideration; permits issued following case-by-case analysis	sensitive areas ("exclusion areas") closed to corridor development; "avoidance areas" established to protect sensitive resources (special stips required)	exclusion and avoidance areas established only to protect highly sensitive areas and resources	no exclusion or avoidance area
11. Nat'l Guard	continue present use levels, area and season of use; no change in stips	sensitive areas closed to National Guard use; season of use adjusted and stips modified to protect sensitive resources	essentially the same as NO ACTION, with minor modifications possible	essentially the same as NO ACTION, possibly with fewer stips
12. Coal Leasing	no action = no leasing	sensitive areas closed to leasing; other areas available for "further consideration pending additional study"	highly sensitive areas closed to leasing; other areas available for "further consideration"	all lands available for "further consideration"

Glenwood Springs RMP, Grand Junction District, Colorado

A. Preplanning

1. Identifying the Major Driving Programs

Management made up-front decisions to accomplish the following through the RMP:

a. Grazing EIS requirements
b. Wilderness study requirements
c. Coal unsuitability
d. ORV designations

These driving programs somewhat determined the required level of detail for our RMP and determined our completion deadline (Grazing EIS).

2. Completing the Preplan

Approaches tried: Following issue identification, a preplan document was developed to provide some general guidelines for the effort and estimate plan needs. This plan was somewhat detailed and included:

1. Summary of workmonth needs by position for each year
2. Staffing needs
3. A schedule for the plan
4. A summary of issues
5. Equipment needs
6. Summary of major action steps
7. Public Participation Plan

No other approach was tried.

Pros: This approach provided fairly good estimates of costs per year that were used for annual work plan preparation. Because the preplan was approved at the DO level, it was used as a commitment by management to implement the plan.

Cons: The level of detail in the document required yearly updates to keep cost estimates accurate.

RETROSPECT: Preplan should have been written prior to inventory. Level of detail somewhat less. Content could have been reduced somewhat.

3. Preparing the Public Participation Plan

Approaches tried: The public participation plan was developed as part of the preplan document. It identified the major points in the process where formal public participation was required. The initial plan was updated as changes were made. The key points identified in the plan included:

1. Semi-annual newsletter
2. Workshop following alternative formulation
3. Formal review of draft document
4. Protest period following final

Other public participation points were used as needed.

These included a formal review of decision criteria which was a mail out, and two rounds of meetings with county commissioners, city and county planners, all Forest Service offices and District Advisory Council was also held to solid input. None of these other public participation points were identified in the original plan. No other approaches were tried.

Pros: This plan provided guidelines as to where and when in the process public participation was required and should be scheduled.

Cons: None identified.

RETROSPECT: Important part of preplan. Methods of obtaining this input should also be looked at. Any training or research that would be required to accomplish good public participation should be identified as early as possible.

4. Preparation of Mock-ups

Approaches tried: A detailed mock-up of the RMP document (draft) was prepared at the request of the Washington Office. This mock-up contained all parts of the draft and some content in each section to give the reviewer some idea as to what would be in each section. The mock-up was prepared following completion of the MSA. No other approach was tried.

Pros: The mock-up provided both the ID team and management with a clearer picture of what the final product might look like. It served as a discussion point for plan needs i.e. maps, graphics, charts, etc.

Cons: The development of the document was rather time consuming.

RETROSPECT: We did not prepare a formal mock-up for the MSA, however, it would seem to be a good step in determining the amount of information needed in this section. We have continuously made revisions in our mock-up to satisfy our needs. I would hope that a great deal of flexibility would be maintained once a mock-up was reviewed and approved.

5. Preparing the Notice of Intent (NOI)

A notice was published in the Federal Register regarding preparation of the RMP. It did not specifically mention the EIS part of the plan. It was published during the last part of inventory collection in August of 1979.

B. Planning Process

1. Identifying, Screening and Determining Significance of Issues.

Approaches tried: Issues were identified by various means. They included:

1. Public meetings - 6 held around area utilized a modified Del-Beck system.

2. Management concerns identified by management and the ID team.

3. Meetings with other agencies and interest groups.

For our project an issue was defined as any concern raised by the public, other agencies or from within the planning team. Approximately 300 issues were initially identified. Issues were then grouped by resource and like issues were combined into more general issues for treatment in the plan. These issues were reworded in the form of planning questions resulting in approximately 60 items. The scope extent and importance of the issues were documented to determine their significance. Because issues identified through our scoping process were somewhat general and in most cases lacked a clear direction or emphasis, it was difficult to determine significance. All issues were treated.

Forms were used to track each issue from its source to the planning question and on to the development of planning criteria. New issues or changes to existing issues were done as needed to keep the planning questions current. Issues that were not appropriate for inclusion or treatment in the RMP were shown on the forms and explanations were provided concerning its exclusion. (See Appendix "GS" Part 1).

No other approaches were tried.

Pros: The tracking mechanisms (forms) for the issues worked very well for us. It provides a ready reference for future use allows for easy update.

Cons: Our issue identification meetings were not too successful. Major reason was that the public was not informed as to our major programs. Some directions should have been provided to the meeting participants.

RETROSPECT: Research some new innovative ways of obtaining issues. Publish newsletters at least one year prior to scoping of issues to inform public of major issue areas.

2. Developing the Planning Criteria

Approaches tried: The first attempt at defining planning criteria involved a listing of mostly existing laws, policies, regulations and manual guidance. This did not seem to provide the guidance that these criteria were intended to provide so a decision was made to supplement this list.

Based on the planning questions, criteria were developed that would determine how we would resolve the issues or planning questions. Each specialist asked himself: What information or considerations do I need to answer the planning questions for my resource? The answers to this question provided the basis for what we called the "process" planning criteria. The source of this criteria was also shown which in most cases was the supporting laws, policies and manual guidance. The forms used to track the issues (See Appendix "GS" Part 1) were also used to track the criteria to the planning questions. The end result was a rather large number of process criteria which identified those considerations and through processes used by each specialist to answer his planning questions.

"Decision" criteria, used to select a preferred alternative were developed following the formulation of the first three alternatives (prior to formulation of the preferred alternative). These criteria are general in nature and provide a decision track and rationale for the preferred alternative (see Appendix "GS" Part 2).

Pros: The "process" criteria allowed the specialists to pre-think how he would address his planning questions and provide any reviews with the methodology and considerations used to make planning decisions.

Cons: Based on the large amount of time spent in compiling process criteria and the limited use of them by the ID team, it appeared to be a somewhat unneeded step for us.

RETROSPECT: Limit criteria to those decisions which would guide the types of decisions needed for each resource.

"Process" criteria are really not needed. "Decision" criteria are a neat way of rationalizing your decision on a preferred alternative. Be sure you solicit public input on these criteria. There was considerable interest by the public in ours (100 + comments).

3. Inventory Analysis

Approaches tried: We had begun our inventories on the assumption of an MFP update. We then switched to an RMP. Therefore, our inventory was out of sync. with the planning regulations. The inventory was not well documented or organized in a referenceable form. Inventory information was stored in specialists' files and summarized briefly as to what was collected, how, and by whom in an inventory summary document. No other approach was tried.

Pros: Little

Cons: Information was hard to find. No bottom lines were drawn. Information was not easily used.

RETROSPECT: Inventory information should be collected based on needs identified through scoping. Information should be well organized and summarized with some bottom line conclusions shown. Data should be stored in a common place and should be easily referenceable.

4. Analyzing the Management Situation

Approaches tried: Due to problems discussed under 3, it was necessary to organize the inventory information. We decided to do this in the MSA in two separate documents. The Resource Area Profile (RAP) and the Existing Management Situation (EMS). These documents are large and contain a great deal of information. The documents are organized by resource and are easily referenceable.

The data in these documents was organized by capability units which are breakdowns of the Resource Area based on ecological, administrative, and political concerns. All information displayed from this forward was displayed (if posible) by these units.

This last part of the MSA, the Capability Analysis (CA), was designed to allow each resource to define possible management intensity levels. These levels would serve as the building blocks for the alternative formulation step. Specific recommendations would accompany each management level.

Worksheets were developed to document the recommendations and supporting rationale (see Appendix "GS" Part 3). These capability levels (scenarios) defined the minimum and maximum thresholds for each resource level and several levels in between. A large block of time was allocated for this process as it was considered to be the key step leading to formulation of alternatives. All scenarios for the CA were compiled in a reference document for team use and public review. Overlap were prepared to display each scenario geographically. Considerable interdisciplinary input was required among specialists. Each scenario provided a resolution of the identified issues.

Pros: Each specialist considered several possible management levels rather than just one preferred level. Prepared them for compromise and for various alternative levels.

Cons: This section is really the first step of alternative formulation. Several scenarios were never used, therefore creating excess work.

RETROSPECT: Do not develop scenarios. Zero in on alternatives wanted and do this as the first step of alternative formulation. Capability analysis should focus on physical and administrative thresholds established for each resource. This will guide development of upper and lower limits of alternatives.

5. Formulating Alternatives

Approaches tried: The first step of this section was the development of alternative themes. These themes represented possible alternative emphases. Examples of themes include:

1. Resource Protection
2. Energy Development
3. Recreation Emphasis
4. Economic Development
5. Continuation of Current Management

Three themes were selected - Resource Protection, Economic Development, Continuation of Current Management. Each specialist defined objectives for his resources to fit each theme. These objectives were then compared to scenarios developed in the capability analysis to see if they match. If a match occured (in all cases one scenario did fit) then those recommendations for that scenario went into the alternative. Other recommendations or a mixing of recommendations also occured. Alternative formulation was documented on worksheets (see Appendix "GS" Part 4).

Conflict Resolution - When all resources selected recommendations for an alternative, internal conflicts were resolved. With the aid of computer mapping and overlays developed for each alternative (by resource) conflicts were identified. The objectives and theme for the alternative guided the resolution. The entire ID team with management input from the Area Manager served as the resolution team. Conflicts were documented on conflict resolutions worksheets (see Appendix "GS" Part 5). Note: The computer was used to digitize individual resource maps and build a composite which displayed overlapping recommendations within an alternative.

Pros: This process worked very well. Alternative themes provided a desired tie to issues. The computer mapping and overlay technique cut our estimated 2 weeks for conflict resolution down to 3 1/2 days.

Cons: Technology for computer mapping not widely available. Could be expensive. We did not have to fund our computer staff. It was a test project for DSC.

RETROSPECT: I would highly recommend this process. Saves time. Again, I would develop recommendations directly from alternative objectives not through capability analysis.

6. Estimation of Effects

Approaches tried: A traditional environmental assessment methodology was applied using worksheets to document impacts (see Appendix "GS" Part 6). A great deal of interdisciplinary input was required.

Pros: Training expertise on the traditional approach existed.

Con: None identified yet.

RETROSPECT: No conclusions drawn yet.

7. Select Preferred Alternative

Approach tried: A management team composed of the District Manager, Associate District Manager, Area Manager and Team Leader was used to select the preferred alternative. The preferred alternative for each resource is in all cases either one of the original alternatives, or a combination of the original alternatives. An economist and the affected specialist are present during selection for each resource.

Decision criteria (see Appendix "GS: Part 2) were used to select the recommendations. Application of the criteria were documented on worksheets for reference and review (see Appendix "GS" Part 7).

The preferred alternative was assessed for impacts and compared to the other alternatives in the same manner as described in H above. State Director briefing of all alternatives follows this step.

The Draft EIS presents the alternatives by resource rather than by alternative, as is the traditional approach. A comparative analysis table was utilized to summarize the major actions and impacts resulting for each alternative. The DEIS was published in three volumes. DEIS narrative, map addendum and wilderness-technical supplement.

Pros: That management team concept worked very well. Management feels they had input and understand the implications of their decisions. Decision criteria provide rationale and tracking for each decision.

The DEIS format eliminated redundancy of information and made for easy comparison of alternatives. The format and color maps were highly accepted by the public.

Cons: Requires at least two full weeks commitment from management.

The printing costs for the three volumes and color maps were very expensive.

RETROSPECT: I would recommend this approach highly.

8. Selecting the RMP

Approach tried: A management team composed of the District Manager, Associate District Manager, Area Manager and Team Leader was used to select the proposed plan. The proposed Plan was developed utilizing comments received on the DEIS preferred alternative and through additional consultation and coordination meetings. Comment on the DEIS dealt primarily with wilderness recommendations, disposal of public lands, restrictions on mineral development and water yield proposals. The team leader and the affected specialist briefed the management team on the comments and responses and were present during the selection for each resource. Only minor changes were made from the preferred alternative to the proposed plan. The final EIS utilized an abbreviated format. Displaying only the proposed plan and referencing the DEIS. A coding system was used to track comments and responses. The FEIS was published in one volume.

PROS: The management team concept worked very well. Specialist's input on comments and responses was essential in management's decisions. Additional consultation and coordination also proved helpful in making decisions. The FEIS abbreviated format eliminated redundency of information and lowered the overall costs. The comments and responses summary table and the color maps were highly accepted by the public.

CONS: The management team concept requires 1-2 weeks commitment from managers. The abbreviated format required back and forth referencing between DEIS and FEIS.

RETROSPECT: I would recommend this approach highly.

9. Protests

Approach tried: The affected specialist in the resource area office was responsible for preparing draft responses to protests on the RMP filed with the State Director.

The District office reviewed the draft responses prior to submission to the State office. The State office reviewed the Draft responses prior to submission to the Washington office. A total of four protests, all relating to livestock grazing management, were submitted. THe Director upheld all the decisions contained in the RMP.

PROS: The Affect[ed] Specialist has the most specific knowledge of the RMP and therfore, can most accurately respond to the protests. District and State Office input is essential in protest responses.

CONS: The Directors office has format and content requirements for documents receiving the Director's signature. This requirement makes for lengthy review periods at Washington Office.

RETROSPECT: I would recommend this approach highly.

10. DECISIONS

Approach Tried: The Requirements of a Record of Decision and the planned actions of the RMP were combined and published in a single document. The document is designed to be a usable management guide, by containing specific resource management actions, support requirements, implementation and monitoring of proposals and establishingpriorities of implementation. The RMP/ROD also contains general information on implementation and monitoring of the entire plan, maintenance, amendments and revisions to the plan; valid existing rights; and administrative actions beyond the scope of the plan. The document was prepared with a Core Team consisting of a team leader, writer/editor and cartographer. Information was taken out of the FEIS, and expanded as necessary.

PROS: The combined RMP/ROD concept worked very well. The document provides management, resource specialist, and the general public with a useable tool. Identification of support requirements and priorities of implementation help to link the planned actions with the budget process.

CONS: Non identified yet.

RETROSPECT: I would recommend this approach highly

11. MONITORING

Approach tried: The plan/ROD identifies guidelines for monitoring. The plan will be monitored and evaluated every four years and at other times, based upon the sunsitivity of the resources to the decisions involved. This type of monitoring will be conducted to review the plan as a whole. Specific actions will be monitored by individual resources

As identified in the Plan. As planned actions are implemented, they will be documented (Appendix 9), to aid in future monitoring. Monitoring will be used to help establish long-term use and resource condition trends and provide valuable information for future planning. Ultimately, monitoring will determine whether there is cause to warrant maintenance, ammendment or revision of the plan. When maintenance is required to reflect minor changes in plan data, the changes will be documented as shown on appendix 10 and 11.

PROS: Individual resource programs will have the responsibility for monitoring specific actions. This will allow the monitoring to be detailed and project specific.

CONS: The monitoring identified for the plan as a whole is very vague.

RETROSPECT: Until guidance or procedures are established for plan monitoring this approach appears satisfactory.

12: SUMMARY

The most significant aspect of the Glenwood Springs RMP, was the fact that a project of this magnitude was undertaken and achieved without the aid of substantial written direction or guidance. However, the RMP had several major driving programs (Range, Wilderness and Coal) which provided required levels of detail, completion deadlines, support and funding. The RMP encountered several problems during it's development which accounted for the extended completion date and high costs. the problems included: The lack of detailed inventory data; excessive MSA documents; SVIM problems, resulting in schedule delays; lack of information on forulating alternatives; and excessive mapping and printing costs.

Advantages to the approach used in Glenwood Springs include: Utilization of a large team resulting in a true multiple resource plan; a detailed MSA shelf document; specific decisions related to identified issues; and a final document, useable by the manager, specialist, and general public.

ISSUE IDENTIFICATION/PLANNING CRITERIA FORMULATION

AUGUST 198

FOREST LAND MANAGEMENT

Prepared by: Dave Vesterby

Public Issue, Management Concern or Opportunity (and origin)	Administrative Issue or Concern	Jurisdiction of Other Management Agency or Organization	Not Appropriate	Issues or Items That Will be Considered in the Resource Management Plan
1A. Promiscuous wood cutting (McCoy). 2A. Need stronger trespass and enforcement program (timber users, adjacent land owners).	1A, 2A. Law enforcement issues are not resource allocation decisions. They are needs identified by resource allocation decisions specifying the level of enforcement needed to accomplish forest management goals. Law enforcement needs to protect forest resources from trespass are considered in Forestry Issue F.			
1B. Clean up timber on King Mountain; it is a fire hazard (McCoy). 2B. Stronger management of forest resources. Maintain high productivity (Denver). 3B. Continue the development of forest resources (Glenwood Springs). 4B. Revegetation/ reclamation of denuded lands--grass, browse, timber areas (Glenwood Springs).	1B through 6B. These issues are involved with the how, why, and where in forest management development to provide a sustained yield of forest products. The consumption of various forest products is a management tool for the development of a sustained yield program.			Issue B (includes 1A. and 2A. and 1B.-6B. Continue the development of forest resources and develop a stronger forest management program to maintain high productivity.

Public Issue, Management Concern or Opportunity (and origin)	Administrative Issue or Concern	Jurisdiction of Other Management Agency or Organization	Not Appropriate	Issues or Items That Will be Considered in the Resource Management Plan
5B. Locals want more areas opened for community use (fuel wood, Christmas trees, posts, and transplants) (resource users). 6B. Commercial landscapers want areas set aside so they can conduct root pruning programs on transplants over a 2 or 3 year period (commercial landscapers).				Issue B (includes 1A. and 2A. and 1B.-6B.) Continue the development of forest resources and develop a stronger forest management program to maintain high productivity.

Scope of Forest Land Management Issue B
(Why included, extent, intensity, and duration.
Summation of the extent of the public concern)

Scope of Issue B

There is both local and national demand for forest products. That portion of the public aware of the importance of a supply of forest products recognize that a forest development and management program is necessary to assure a continuing supply of forest products. Wood cutters, ranchers, sawmill operators, prop cutters, and fuel wood users all want a source of supply and are dependent on National Forest lands and public lands for forest products. They have to depend on the expertise of the land managers to develop programs for management that will supply their needs.

Planning Question(s) for Issue B	Planning Criteria	References (Sources)
B. What public lands should BLM manage for timber resources, roundwood products, including saw timber and fuelwood?	Criterion B1. All public lands suitable and available for timber management will be managed for the purpose of producing timber products on a sustained basis and increasing timber yields.	References for Criterion B1. FLPMA 1973 Sec. 102 and 103. BLM management of federal lands will be on the basis of multiple use/sustained yield. Federal lands will be managed in a manner that recognizes the need for domestic resources including timber and fiber. Timber is defined as a principal and major use. NEPA 1969 (83 Stat. 852) P.L. 91-190. "...policy to use all practicable means to create and maintain conditions under which man and nature can exist in productive harmony...." BLM Manual 5000.06. Forest lands available for commercial timber production will be managed intensively for the purpose of incresing timber yield.
	Criterion B2. Forest manageability and availability.	References for Criterion B2. References for Criterion B2. were developed by the planning team.
	a. Condition and trend	What condition is stand in--young, thrifty; old, decadent; disease or insect infested; fire hazard; safety hazard from old snags?
	b. Terrain	Is terrain too steep or rugged to harvest products with present technology without seriously impacting other resources?
	c. Ownership patterns	What impact will timber harvest activities have on adjacent landowners, i.e., a residential neighborhood?
	d. Management needs	Management must respond to public needs, as expressed locally, regionally, and nationally. Local demand may be down, but a national demand may require a continued high output. A national need for fiber may influence decisions on recreation or visual resource needs.
	e. Supply/demand	Supply and demand figures affect the forest development programs for maintaining or increasing yield. If no demand, cut back supply. (References for Criterion B2. continued on next page.)

Planning Question(s) for Issue B	Planning Criteria	References (Sources)
	f. Site potential	Is the land capable of growing a suitable forest product within an acceptable rotation age?
	g. Access	Control of access to public lands through private holdings affect long range plan of timber management.
	h. Other resource needs	The needs and priorities of the other resources, as identified by the Resource Area planning team, will be planned to meet the criteria of NEPA and FLPMA and within the constraints of national needs.

Public Issue, Management Concern or Opportunity (and origin)	Administrative Issue or Concern	Jurisdiction of Other Management Agency or Organization	Not Appropriate	Issues or Items That Will be Considered in the Resource Management Plan
1C. Maintaining and providing roads and trails into public land areas (existing and needed future) (Denver). 2C. Legal and physical access to public lands. (Rifle). 3C. Timber lands tied up by private landowners (resource user).	C. Much of the public lands on the Resource Area are blocked in by private lands. Management of these lands and the harvest of forest products is adversely affected by lack of access.			Issue C (includes 1C. thru 3C.) BLM policy states that lack of access is not criteria for classifying land as not available for management of forest resources. Access recommendations in the RMP will result from combining the needs of all resource specialists. For this reason, forestry concerns 1C. through 3C. will be consolidated in the access section. These support needs will be identified in the capability analysis and refined in alternative formulation (see access section.)
D. What techniques should be used to harvest timber, i.e.; clear cut, selective cut (management concern).				Issue D What techniques should be used to harvest timber, i.e., clear cut, selective cut.

Scope of Forest Land Management Issue D
(Why included, extent, intensity, and duration.
Summation of the extent of the public concern)

Scope of Issue D

Almost all timber management activities have impacts on other uses; visual resources, recreation activities, wildlife management. Clearcutting has the best cost/benefit ratio and may have some beneficial effects for wildlife and range, but may be detrimental (at least for a number of years) to the visual resource and recreation activities.

Concern over harvest techniques used is based on the need to balance stand or species requirements with the needs or constraints of other resources.

Planning question(s) For Issue D	Planning Criteria	Reference (Source)
D. Relative to forest product harvesting, what techniques will be used?	Criterion D1. Silvicultural practices will be designed to meet the ecological needs of the tree species and to maximize forest resource outputs of wood, water, wildlife, and recreation; prevent and relieve stagnation of young stands; accomplish multiresource management objectives on forest areas by timber stand manipulation.	References for Criterion D1. NEPA 1969 (83 Stat. 852) P.L. 91-190. It is national policy to use all practicable mea to create and maintain conditions under which man and nature can exist in productive harmony. BLM Manual 5400.06. Each sale shall be planned to result in prompt reforestation and/o to protect uncut trees. BLM Manual 5600 and 5700.
	Criterion D2. Public input expressing needs and desires for management of public lands.	Reference for Criterion D2. Public meetings, individual contacts, letters.
	Criterion D3. Guidelines for developing cutting practices to develop and maintain a permanent productive forest cover identifying the various needs of different stand conditions in lodgepole pine and Engelmann spruce.	References for Criterion D3. Partial Cutting Practices in Old Growth Lodgepole Pine, by Robert R. Alexander, Rocky Mountain Forest and Range Experimental Stations (1973). Partial Cutting Practices in Old Growth Spruce-Fir, by Robert R. Alexander, Rocky Mounta Forest and Range Experimental Stations.
	Criterion D4. Guidelines for clear cutting and the protection of snags for wildlife, describing frequency, size and types of clearcut patterns and snag needs for wildlife.	References for Criterion D4. WO 72-134. Clearcutting on Federal Lands CSO 76-254. Terrestial Wildlife in Forest Management

Public Issue, Management Concern or Opportunity (and origin)	Administrative Issue or Concern	Jurisdiction of Other Management Agency or Organization	Not Appropriate	Issues or Items That Will be Considered in the Resource Management Plan
1E. What level of timber harvest should be managed for within the constraint of sustained yield? (management concern). 2E. Local commercial operators want to see a continuous supply of materials and products on a local basis (local commercial fire wood contractors).				Issue E (includes 1E. and 2E.) What level of timber harvest will allow for even-flow sustained yield of forest products.

Scope of Forest Land Management Issue E
(Why included, extent, intensity, and duration.
Summation of the extent of the public concern)

Scope of Issue E

Portions of the public would like to see a maximization of timber harvest. Another portion would like to see little or no timber harvest because of the impact created by new roads and activity. Should a level of harvest less than the recognized allowable cut ever be managed for, and if so, when and why?

Planning question(s) For Issue E	Planning Criteria	Reference (Source)
E. What level of harvest will be allowed to provide a sustained yield of timber products?	Criterion E Within the constraints of the sustained yield capabilities of the land, a harvest level will be maintained that will reflect a practical, technically feasible and economical level of intensive management and also reflect considerations for protecting or enhancing other resources.	References for Criterion E FLPMA 1976 Sec. 102, 103. Federal lands will be managed on the basis of sustained use and in a manner that recognizes the need for domestic resources including timber and fiber and recognizes timber as a principal and major use. BLM Manual 1603.12 F. BLM policy that timber production on a sustained yield basis from Bureau administered lands be permitted and increased to meet rising national and regional timber requirements. Coordination meetings with Forest Service, state and local agencies, and private landowners. Coordination of forest output with production of neighboring National Forest and private lands to determine production capabilities and needs. Public input. Local public needs and demands. BLM Manual 5000.0. BLM policy that forest lands be managed intensively for the purpose of increasing timber yield. BLM Manual 5240. Production from forested public lands will be constrained by allowable cut planning which recognizes a sustained yield base. Planning is normally done on a 10-year reinventory cycle, with a minor updates on a 1- and 5-year basis.

Public Issue, Management Concern or Opportunity (and origin)	Administrative Issue or Concern	Jurisdiction of Other Management Agency or Organization	Not Appropriate	Issues or Items That Will be Considered in the Resource Management Plan
F. Additional support will be required to implement the forest program (management concern).				Issue F Support requirements will be identified during capability analysis and refined in alternative formulation.
G. Priority will be given to the identification, designation, protection, and special management of areas of critical environmental concern (ACEC) (management concern).				Issue G Areas of critical environmental concern will be identified during the capability analysis. Criteria for identification and designation of ACECs can be found in ACEC, Policy and Guidelines, June, 1980.

DRAFT DECISION CRITERIA

The following criteria will guide the selection of proposed management actions for inclusion in the preferred alternative of the Resource Management Plan. Actions selected will be those that best meet all or most of the applicable criteria.

1. Recommendations should reflect a high degree of compatibility with the goals of other agencies.

   The preferred alternative should agree as much as possible with the approved goals of state and local governments and other federal agencies, except as those goals conflict with the laws, regulations, and policies which directly govern Bureau management actions.

2. Recommendations should protect fragile and unique resources.

   Special attention will be directed toward municipal watersheds, endangered species' habitat, highly erosive soils, high quality scenic areas, and other fragile and unique resources.

3. Recommendations should be sensitive to the expectations of the local populace regarding both the use of public lands and the management of these lands, and public issues and management concerns identified through the scoping process.

   The local populace often has strong, but not necessarily uniform, feelings about natural resource issues. These feelings should be reflected in the preferred alternative.

4. Recommendations should promote the stability and diversity of local and regional economies.

   Recommendations affecting the supply and production of economic goods should take into account the current and expected demand for the good, its dependence on public land, and its contribution to general economic conditions.

5. Recommendations should be responsive to resource issues of national concern.

Issues that receive national attention, like energy production or the allocation of wilderness, will be dealt with according to the policies and directives of the Bureau of Land Management.

6. Recommendations should reflect the principles of sound economic and fiscal management.

Management actions should be economically and administratively efficient and should not exceed the reasonable funding capabilities of the Bureau.

7. Recommendations should not irrevocably commit the Bureau to actions that it may not be able to implement.

Selected recommendations will not overly restrict management's flexibility as to method, timing, or scale of a proposed action. Recommendations will not commit BLM to roles normally assumed by other federal, state, or local governments.

8. Recommendations should not overly or unnecessarily restrict the public's use of public lands.

Restrictions on the use of public land will be placed where there is a demonstrated need or where law, regulation, or the physical limits of the land require it.

Scenario_____ Date_____

Code_____ Name_____

Resource_____

CAPABILITY ANALYSIS
RECOMMENDATION WORKSHEET

Capability Unit_____

Resource Unit_____

Planning Question(s)_____

Objective_____

Recommendation:

Rationale:

Support Recommendations Required: (Identify by code)

Coordination Required: (Identify by resource for later reference)

(For use in alternative formulation)

Recommendation Carried Forward Intact /___/

Recommendation Altered /___/ Explain:

(Use back for additional space.)

Alternative:_____

Capability Unit_____

ALTERNATIVE FORMULATION

RECOMMENDATION WORKSHEET

Resource Unit:_____

Recommendation Code:_____

Recommendation:_____

Rationale:_____

Support Recommendations Required:_____

Alternative _____
Capability Unit _____
Polygon #_____

CONFLICT RESOLUTION
WORKSHEET

Resource _____
Recommendation Code _____

Resource _____
Recommendation Code _____

Description of Conflict: _____

Resolution: _____

Rationale: _____

Alternative _____ Capability Unit _____ Management Action _____ Time Point _____

Resource(s) Proposing Action _____ Affected Resource(s) _____ Page _____

Change Agent (Cause)	Increases +	Decreases -	Indicator	Change (Effect) Estimated Quantit.	Change (Effect) Units of Measurement	Probability	Duration	Context (Relative Importance)
1								
2								
3								
4								
5								
6								
7								
8								
9								
10								

Use a numbered footnote to identify any item or entry that requires further remarks. These might be assumptions, qualifying statements, literature references, or other explanatory information. Write remarks on reverse side.

Preparer's Name _____ Date _____

4-28-82 D-163

ENVIRONMENTAL CONSEQUENCES Continuation Sheet Number _____

Change Agent (Cause)	+	-	Indicator	Change (Effect) Quantity	Units	Pr.	Duration	Context
1								
2								
3								
4								
5								
6								
7								
8								
9								
10								
11								
12								
13								
14								
15								

DECISION CRITERIA WORKSHEET

DECISION CRITERIA	RESULTS

BUREAU OF LAND MANAGEMENT, GRAND JUNCTION DISTRICT
Glenwood Springs Resource Area, Colorado

NEWSLETTER

NO. 3 GLENWOOD SPRINGS, COLORADO AUG. 1981

A MESSAGE FROM THE AREA MANAGER

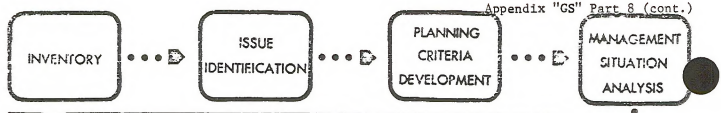
We are publishing this newsletter to keep you informed of our land use planning progress and to invite you to comment on our latest Resource Management Plan (RMP) developments.

We started the process of developing the RMP in November 1979 by asking interest groups, local and state governments, and individuals to identify management issues and concerns that should be addressed before writing the plan and making decisions on the future use of public lands. Since that time, we have drafted the Management Situation Analysis (MSA) portion of the plan (see diagram of RMP process, p.2). The MSA analyzes the capabilities of the public land resources to respond to those issues and concerns identified at the beginning of the plan. It describes the resources that would be affected by the issues, explains how the resources are currently being managed, and lists options for managing each resource.

This newsletter contains an article on the Management Situation Analysis on page 3. It also contains articles on how we are attempting to identify lands as suitable for coal leasing and how we will make off-road vehicle designations on public lands. I would especially like your comments on these articles, as some of the work to date may be modified based on your comments.

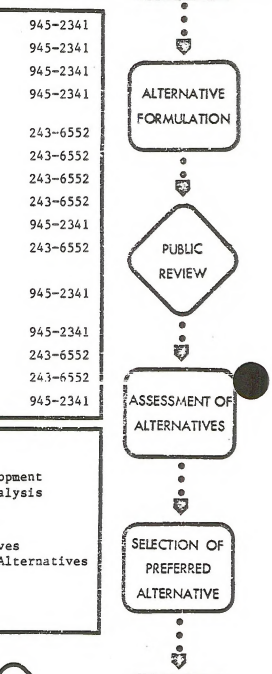
I hope you will find time to read this newsletter, it is for you. In addition to the articles on land use planning, we have included a few short articles about other resource area projects that you may find interesting. We would like to discuss your ideas on how you think the BLM should manage the public resources. Since we could not include detailed information in this newsletter, we would also like to expand our thoughts to you. Please call us or stop by our office in Glenwood Springs so that we may do so.

Alfred Wright



PLANNING TEAM

TEAM LEADER	Dave Mensing	945-2341
EDITOR	Joann Graham	945-2341
LEAD CLERK	Ethel McMilin	945-2341
EDITORIAL CLERK	Carolyn Cordova	945-2341
ACCESS, TRANSPORTATION, & ENGINEERING	Joe Kaelin	243-6552
CULTURAL RESOURCES	John Crouch	243-6552
FIRE MANAGEMENT	Roy Johnson	243-6552
FISHERIES	David Smith	243-6552
FORESTRY MANAGEMENT	Dave Vesterby	945-2341
GEOLOGY/MINERALS	Liz McReynolds	243-6552
LANDS	Vacant	
LIVESTOCK GRAZING	Gene Ligon	945-2341
RECREATION, VISUAL, & WILDERNESS	Rex Wells	945-2341
SOCIAL/ECONOMICS	Steve Moore	243-6552
SOILS	John Kornfeld	243-6552
WATER & AIR RESOURCES	Grant Loomis	945-2341



SCHEDULE

COMPLETED	Inventory Issue Identification Planning Criteria Development Management Situation Analysis
LATE 1981	Alternative Formulation Public Review
EARLY 1982	Assessment of Alternatives Selection of Preferred Alternatives
LATE 1982	Draft RMP/EMS Public Review
MID 1983	Final RMP/EMS

Management Situation Analysis Completed

We have just completed drafting the Management Situation Analysis (MSA) portion of the Resource Management Plan (RMP). A diagram of the RMP process is shown on page 2. The MSA provides the base data and analyzes the capability of the public land resources to respond to needs, concerns, opportunities, and issues identified earlier in the planning process. It consists of three sections: (1) the Resource Area Profile, (2) the Existing Management Situation, and (3) the Capability Analysis.

In the Capability Analysis section, various options for managing the resources were developed. Each option represents a different level or way of managing a particular resource. Factors such as ability of the resource to produce, consistency of recommendations with other agencies' plans, relation of supply to demand, national objectives, and dependency on BLM lands were considered.

The range of options developed for each resource are listed below. These management options will lay the foundation for the next step in the planning process--Formulation of Alternatives.

In the Formulation of Alternatives step of the RMP, we will combine the various resource management options to form alternative ways of managing the public land in the resource area. The options selected under each alternative will vary depending on whether the overall emphasis of the alternative is to produce goods, to protect certain resources, or to do something in between.

The environmental, social, and economic effects of each alternative will then be analyzed in the Effects of Alternatives step of the RMP. Following that step, we will select what we believe is the best way to manage the resources in the Selection of Preferred Alternative step. The results of the entire RMP process, including all alternatives, will then be presented in a draft RMP/EIS for your review and comments.

It is important that we have your comments during all steps of the RMP process. Therefore, we encourage you to review and comment on the management options that we have developed. We realize that information included under each management option is sketchy. Therefore, if you need additional information on which to base your comments, please stop by our office and we will be glad to discuss these options with you. We would like your comments by September 18, 1981, so that we may proceed to the next step in the RMP process.

OPTIONS

CRITICAL WATERSHED AREAS

CONTINUE CURRENT MANAGEMENT

Management of critical watershed areas (municipal watersheds, floodplains, wetlands, areas with unstable soils, and areas with soil erosion greater than normal) would comply with all applicable federal, state, and local regulations.

PROTECT MOST IMPORTANT CRITICAL WATERSHED AREAS

The most important critical watershed areas would be protected by applying best management practices. Management of all other critical watershed areas would comply with applicable federal, state, and local regulations.

PROTECT ALL CRITICAL WATERSHED AREAS

All critical watershed areas would be protected by applying best management practices in order to provide maximum protection.

WATER QUALITY

CONTINUE CURRENT MANAGEMENT

Existing water quality in the resource area would be maintained, and measures would be taken to mitigate anticipated impacts of proposed development.

MANAGE MOST FEASIBLE SITES USING OTHER PROGRAMS

Water quality would be improved through the management of other programs, such as implementation of grazing allotments. Water quality would be maintained in other areas by mitigating anticipated impacts of proposed developments.

MANAGE MAJOR PROBLEM AREAS WITH POTENTIAL

Watershed areas with the worst water quality problems and best opportunity for management success would be intensively managed to eliminate or reduce water quality problems. Other problem areas would be managed less intensively through the management of other resource programs. The remaining areas would be managed to maintain existing water quality.

MANAGE ALL PROBLEM AREAS WITH POTENTIAL

Water quality would be improved in all areas where water quality problems could be eliminated or reduced. Existing water quality would be maintained in all other areas.

WATER YIELD

CONTINUE CURRENT MANAGEMENT

Watershed areas would not be managed for water yield purposes.

USE OTHER PROGRAMS FOR WATER YIELD MANAGEMENT

Water yield would be increased on all watersheds whenever possible through management programs, such as manipulation of vegetation for livestock grazing.

MANAGE WATER YIELD ON MOST FEASIBLE SITES

Watershed areas with the greatest potential for management success would be intensively managed to increase water yield and to make maximum use of available water resources. All other areas would be managed through other resource programs to increase or enhance water yield.

MANAGE WATER YIELD TO ENHANCE TIMING OF RUNOFF

Selected watershed areas would be intensively managed to make maximum use of available water resources during critical need periods. All other areas would be managed through other resource programs to manage water yield.

MANAGE WATERSHEDS FOR MAXIMUM INCREASED WATER YIELD

All watershed areas with potential for management would be intensively managed to increase water yield. All other watershed areas would be managed through other resource programs to increase water yield.

MINERALS

CONTINUE CURRENT MANAGEMENT WITH NO COAL LEASING

Most demands for exploration, development, and production of minerals would be met, except for coal. Coal would not be leased.

CONTINUE CURRENT MANAGEMENT WITH CONSIDERATION OF COAL LEASING

Most demands for mineral exploration, development, and production would continue to be met. Consideration would be given to leasing coal in the Grand Hogback Coal Field.

UTILITY, COMMUNICATION, & TRANSPORTATION FACILITIES

CONTINUE CURRENT MANAGEMENT

All applications for utility, transportation, and communication site rights-of-way would be considered on a case-by-case basis.

IDENTIFY AREAS AS UNSUITABLE FOR UTILITY, COMMUNICATION, AND TRANSPORTATION FACILITIES

Areas unsuitable for utility, communication, and transportation facility development would be identified; facilities would be allowed only in those areas identified as suitable. Applications to construct and operate utility, communication, and transportation facilities in all other areas would be considered on a case-by-case basis.

LAND TENURE ADJUSTMENTS

CONTINUE CURRENT MANAGEMENT

All proposals for acquisition or disposal of lands would be handled on a case-by-case basis.

PROPOSE LAND TENURE AND BOUNDARY ADJUSTMENTS

Recommendations would be made to consolidate those private and public land holdings that could be managed more efficiently under a single ownership. Also individual proposals would be considered. BLM/U.S. Forest Service boundary adjustments would be made to increase efficiency and effectiveness in public land management.

RECREATION

CONTINUE CURRENT MANAGEMENT

Existing facilities and sites would receive minimal maintenance and litter collection. Commercial permits for river use would be issued. Off-road vehicle (ORV) designations would be made; however, overall management of ORV use would be minimal.

PROTECT EXISTING RECREATION RESOURCES

In addition to maintenance, improvements would be made at developed sites for resource protection (i.e., streambank stabilization and road improvement). Measures would be taken to reduce hazards for visitor safety. ORV designations would be made; however, overall management of ORV use would be limited.

MANAGE TO ACCOMMODATE EXISTING USE

Recreation resources would be managed to better accommodate existing levels of use. Measures would be taken to enhance and protect high value recreation resources. Legal access would be acquired to resolve current trespass situations by the public. ORV designations would be made; ORV use would be managed to provide ORV opportunities consistent with resource protection.

MANAGE TO ACCOMMODATE RECREATION DEMAND

Recreation resources would be managed to accommodate both existing levels of use and projected long-term demand. Demands for use would be met by acquiring access into areas where access currently does not exist and by managing recreation resources consistent with expected desires. Use would be monitored and level of management adjusted based on anticipated population increases. ORV designations would be made; ORV use would be managed to provide ORV opportunities consistent with resource protection.

VISUAL RESOURSES

CONTINUE CURRENT MANAGEMENT

Visual resources would be managed by a set of objectives established for scenic quality, viewing distance, and public sensitivity to change.

DESIGNATE SPECIAL MANAGEMENT AREAS

In addition to managing by objectives, certain high quality landscapes would be identified for special management. Special management could range from allowing no degradation of landscapes to placing protective stipulations on project designs to mitigate impacts.

REHABILITATE DISTURBED SITES

In addition to managing by objectives and identifying high quality landscapes for special management, selected disturbed sites in the resource area would be rehabiltated to improve their visual qualities.

FISHERIES

CONTINUE CURRENT MANAGEMENT

Measures would be taken to mitigate anticipated impacts of proposed developments that might adversely affect fisheries habitat. Ongoing studies would continue.

MAINTAIN EXISTING FISHERIES HABITAT CONDITION

All streams would be maintained in current conditions. Streams found deteriorating would be brought back up to existing condition utilizing best management practices.

MANAGE ALL STREAMS WITH ACTIVE OR POTENTIAL FISHING USE

Streams currently receiving use or with potential to receive use would be maintained in above average to excellent condition if possible utilizing best management practices.

MANAGE ALL STREAMS

All streams capable of being manipulated would be maintained in above average to excellent condition if possible utilizing best management practices.

WILDLIFE

CONTINUE CURRENT MANAGEMENT

Existing wildlife habitat conditions would be maintained if possible on public lands through implementation of other resource programs such as range and timber management. Limited habitat management would occur. Ongoing wildlife habitat studies would continue.

IMPROVE HABITAT TO MAINTAIN CURRENT WILDLIFE POPULATIONS ON PUBLIC LANDS

Habitat conditions would be maintained or improved to provide adequate habitat for current wildlife populations only on public lands. Animals displaced by development on private lands in the resource area would be lost. Thus, populations would likely decrease throughout the resource area.

IMPROVE HABITAT TO INCREASE POPULATIONS ON PUBLIC LANDS

Habitat conditions on public lands would be improved to provide sufficient habitat for animals displaced by development on private and other public lands in the resource area. Current total wildlife populations would be maintained within the resource area.

MANAGE HABITAT FOR MAXIMUM PRODUCTION

Habitat on public lands would be managed intensively to provide the maximum wildlife habitat possible. Wildlife populations might increase within the resource area.

PALEONTOLOGY

CONTINUE CURRENT MANAGEMENT

The paleontology program would be implemented as required by law. Significant paleontological resources would be protected from degradation by mitigating impacts from other programs and projects. Areas that have not been inventoried would be inventoried.

Other management options cannot be developed at this time because additional information about the paleontological resources is unknown. This information will be collected as inventories are completed.

LIVESTOCK/ GRAZING

CONTINUE CURRENT MANAGEMENT

Forage production would be maintained or increased to provide livestock grazing at current levels. Livestock use could be reduced initially where information indicates overuse of available forage.

PROVIDE FORAGE AT GRAZING PREFERENCE OR GRAZING CAPACITY

Forage production would be maintained or increased to provide grazing at grazing preference. Current livestock use could be increased if current grazing capacity is greater than grazing preference. Where grazing capacity is below grazing preference, management would be initiated to increase forage production to grazing preference.

PROVIDE FORAGE AT MAXIMUM POTENTIAL PRODUCTION

Forage production would be increased to provide maximum livestock use. An extremely active management program would be followed where rangelands are not producing at maximum potential.

FOREST LAND MANAGEMENT

CONTINUE CURRENT MANAGEMENT

Demands for forest products could be met by responding to requests from the timber industry. Timber stands would be protected from fire, disease, or insects. The amount of timber harvested each year would vary and would generally be less than established allowable cut objectives using the sustained yield concept.

MANAGE HIGH VALUE SPECIES ON AVERAGE TO BEST SITES

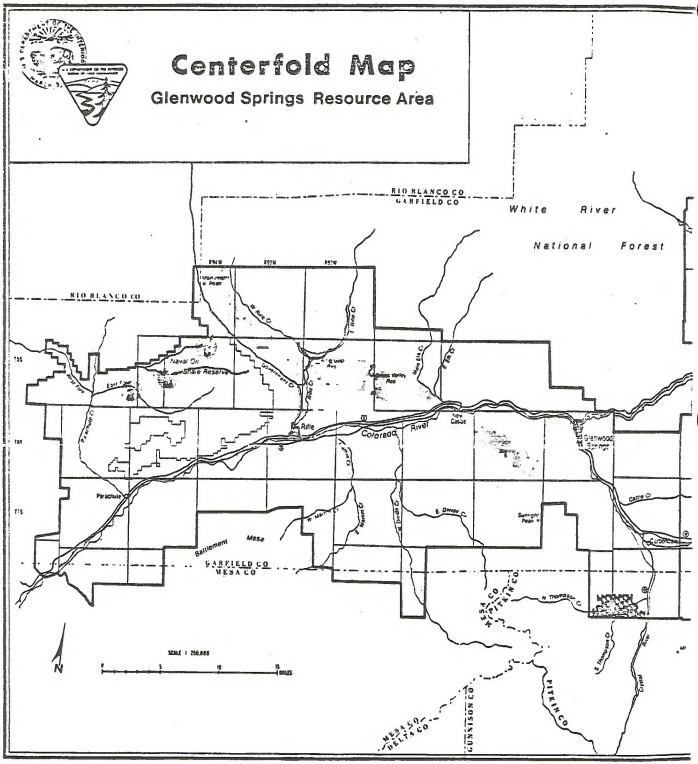
Only species of high economic value would be managed on average to best sites by using best management practices for harvesting, stand improvement, and reforestation. Poor sites and species of lesser economic value would be protected from fire, disease, and insects. Timber would be offered for sale based on allowable cut objectives using a sustained yield concept.

MANAGE ALL SPECIES ON AVERAGE TO BEST SITES

All species would be managed on average to best sites using best management practices. Species on poor sites would be protected from fire, disease, and insects. Timber would be offered for sale based on allowable cut objectives using the sustained yield concept.

MANAGE ALL SPECIES ON SUITABLE SITES

All species would be managed on all sites capable of being managed using best management practices. Timber would be offered for sale using the sustained yield concept.


Centerfold Map
Glenwood Springs Resource Area
RIO BLANCO CO
GARFIELD CO
White River
National Forest
RIO BLANCO CO
Naval Oil Shale Reserves
Colorado River
Rifle
Parachute
Battlement Mesa
GARFIELD CO
MESA CO
GLENWOOD SPRINGS
Glenwood Springs
Carbondale
Aspen
MESA CO
PITKIN CO
GUNNISON CO
MESA CO
DELTA CO
SCALE 1 : 250,000
N

IMPLEMENTATION OF RMP

Date	Resource	Surname	Action Implemented

MAINTENANCE OF RMP

Change Number	Date	Area Manager	Page(s) Office Copy	Page(s) Bound Copies	Change	Reason

MAINTENANCE OF RMP

Change Number	Date	Area Manager	Page(s) Office Copy	Page(s) Bound Copies	Change	Reason
1	12/1/83	WRIGHT	94	35	15,000 DISPOSAL ACRES TO 15,803 ACRES	MTP AND COLOR BLIND ERRORS FOUND.
2	12/2/83	WRIGHT	80, 81	32	CHANGE RECREATION PRIORITY TO 1. UPPER COLORADO RIVER RMA, 2 EXTENSIVE RMA 3. THOMPSON CR. RMA.	CHANGE IN POLICY PER FY 84 W.O. AMP DIRECTIVE.
3.	12/2/83	WRIGHT	82, 99	32, 36	NARRATIVE FOR ORV DESIGNATION MOVED TO ORV MANAGEMENT SECTION	MORE APPROPRIATE SECTION
4.	12/2/83	WRIGHT	88, 89	34	NONSUITABLE PORTION OF HACK LAKE WSA AND 636 ACRES DELETED FROM BULL GULCH WSA on 12/30/82 STILL UNDER IMP	W.O. INSTRUCTION MEMO 84-11
5.	12/2/83	WRIGHT	71	29	RECOGNIZE WOODLANDS FOR PRODUCTS OTHER THAN FIREWOOD	CHANGE IN MARKET CONDITIONS

A. Preplanning

1. Driving Programs

The NRDC suit court-mandated September 1983 deadline for the Wells Grazing EIS initially was a factor in Wells being designated as an RMP Pilot. Much later in the process wilderness also became a driving program.

2. Preparing Preplan

The preplanning analysis was prepared by the district's chief, P&EC, in conjunction with the district's resources staff. The state office planning and inventory specialist also participated. Since the major driving concerns were not well defined at the time, it was very broad in scope. The action reference plan subsequently developed was more concise and issue driven.

The district's community planner, working in conjunction with the Nevada State Office's planning staff, developed the action plan in May 1980. Two weeks were required to put it together. A copy of the action reference plan is included in Appendix "W". It should be noted that action plans were required on a one-time basis for pilot RMPs only to aid implementation of the new planning regulations.

Advantages: The action plan was useful in orienting new team members and effecting the transition to a new team leader.

Disadvantages: N/A

Retrospect: The preplanning analysis we did was not very useful because it was put together prior to anyone really knowing what an RMP should look like. Future preplanning analyses should include all of the factors covered in Section I of this document.

3. Public Participation Plan

The pubic participation plan was prepared jointly in April of 1980 by the district's P&EC chief/team leader and the state office public involvement coordinator on the P&EC staff. It was then reviewed by district RMP team members and their state office counterparts. The plan itself follows the outline of the RMP processes nine steps and was based on the planning regulations (43 CFR 1600), NEPA (40 CFR 1500-1508), and the Memorandum of Understanding with the Nevada State Clearinghouse. A copy of the pubic participation plan is included in the attached action plan.

Advantages: The plan was laid out in sufficient detail to enable a new team leader to supervise public participation efforts with no problems. The organization of the public participation plan (following the RMP process steps) has made it very easy to use and reference.

Disadvantages: None

Retrospect: The public participation plan we prepared could have been a bit more brief and still done the job. A schedule and listing of all public participation activities would have been sufficient.

4. Notice of Intent

Major issues were briefly described, but alternative solutions were not discussed.

Advantages: N/A

Disadvantages: N/A

Retrospect: The NOI was released prior to either the issues or end-product being defined at all. As a result, it conveyed only a minimal amount of information.

5. Preparing Mock-ups of MSA and RMP/EIS Documents

A mock-up of both the MSA and RMP/EIS documents was prepared. Preparation of these helped focus the RMP team's efforts and gave everyone a clearer idea of where we were headed. However, it was not until the MSA was completed and alternatives were being develped that we were in a position to develop the RMP/EIS mock-up.

The Draft Interim Guidelines and NEPA provide good basic guidance regarding format. Using this as a starting point, one then checks with team members to determine their requirements and ideas for both format and content and uses this to develop a mock-up or outline. Considerable editorial judgement and some creativity are involved. There was no cut-and-dried approach to format development for a pilot project. Future RMP efforts should be able to use formats developed by pilots as a starting point, adapting and refining within Bureau guidelines as they go.

Advantages: See above

Disadvantages: None

Retrospect: Developing mock-ups was particularly useful and necessary to us as a pilot effort so we could see where we were going. However, preparation of mock-ups should prove useful to any RMP project.

B. Planning Process

1. Identifying, Screening, and Determining Significant Issues

In 1978 and early 1979, prior to the Wells RA being designated as a pilot RMP area, the district P&EC chief and Wells Area Manager made a district tour and had meetings with livestock permittees in Wells and Ruby Valley. This was done to lay the groundwork for what was anticipated to be a traditional grazing EIS.

In developing planning issues, a series of public meetings were held in March and April of 1979. In addition, representatives of State and local governments, including the Elko Mayor and Elko County Manager, and representatives of various interest and user groups (mining, livestock, environmental, and sportsmen) were contacted in November of 1979.

Significance of issues was determined using a method of anlyzing public input developed by the U.S. Forest Service. It involved analyzing both the number of people commenting on a given issue and the content of their responses. An example of one of the public comment processing code sheets and a partial copy of a Summary of Public Comments on Issues and Draft Reference Planning Criteria are included in Appendix "W" Part 2 and 3 respectively, to this section.

It should be noted that two issues, livestock grazing and wilderness, were predetermined to be significant by Bureau policy and other requirements (e.g., the NRDC suit). The access issue was included because of the marked interest shown by the Elko County government and because of numerous public responses. The land tenure adjustment issue also drew heavy public response. A partial copy of the Final Planning Issues and Criteria reference located in Appendix "W" Part 4.

Advantages: The extensive meetings with groups and agencies really helped shape the issues and made the document responsive to public input. The method of analyzing public input proved very useful.

Disadvantages: Too many issues (14) were identified. Some could have been eliminated or combined with others.

Retrospect: The importance of limiting the number and scope of issues up front cannot be overemphasized. On the other hand, the plan has to be comprehensive enough to allow sound land use management decisions for a period of years. A balance must be struck and the issues, once identified, must strictly circumscribe the subsequent stages of RMP development.

In the future, issues will be phrased as statements. Questions will be used to focus in on the problems associated with each issue. These problems will be the basis for the opportunities section or the MSA.

2. Developing the Planning Criteria

Planning criteria were developed based on generally acknowledged standard operating procedures found in NEPA, FLPMA, etc. Washington Office Planning and Environmental Coordination staff suggested working backwards from the anticipated alternatives to formulate criteria, but this approach did not work. After some confusion and much brainstorming, it was decided to develop general planning criteria. The criteria relate directly to the issues.

Advantages: The general nature of the planning criteria represented the best effort at the time. It was expedient.

Disadvantages: The criteria were of limited value because they were too general.

Retrospect: In the future planning criteria will be more specific. For example, MSA criteria will include those questions used to focus in on the issues as discussed under issue identification. Criteria or estimating effects will include an initial estimate o ' threshold levels. Criteria for alternative formulation will simply discuss the theme or objective of each alternative. Our objective is to produce a simple document with specific information useful in the completion of other parts of the RMP process.

3. Inventory Analysis: Data Compilation, Collection, and Storage

Inventories were not constrained by either the planning issues or criteria since the inventories were well under way prior to issues being formulated. The only new inventories completed and presently available for use in the RMP/EIS are those for stream and riparian habitat, wilderness, and recreation (ROS). VRM and ORV inventories have also been completed but are not directly applicable to the plannings. Field work has been completed for terrestrial wildlife, vegetation (weight estimate), and forestry, but compilation/computer work is not completed.

Advantages: None

Disadvantages: The lack of coordination between issues and inventory has resulted in unnecessary data being gathered and some needed data not being available.

Retrospect: We certainly could have gathered less data and still completed the RMP. However, we could not avoid the overkill, given the fact that certain baseline inventories were well underway prior to Wells RA being designated as a pilot RMP. The status of inventory data for vegetation, terrestrial wildlife, and forestry is going to complicate the analysis of impacts.

Late in the RMP process, Bureau policy became such that vegetation (weight estimate) inventory was not to be used. Therefore, the large amount of effort expended became wasted.

4. Analyzing the Management Situation

The MSA does not contain inventory summaries; it does draw conclusions from, and refers to, inventory summaries. The MSA is pretty well focused on the issues but the issues are so broad in scope that the MSA could not help but contain general information on most programs and activities.

Opportunities were presented in terms of prioritizing options for fencing riparian areas, developing recreation sites, protecting big game habitat, acquiring access easements, etc. Opportunities identified were specific for the most part and directly related to issue resolution.

Advantages: The comprehensive nature of the MSA proved to be advantageous when writing Chapter 3, "Affected Environment", of the draft RMP/DEIS--it was a simple, cut-and-paste operation. The opportunity analysis led simply and directly into fleshing out alternatives, once they were formulated.

Disadvantages: Given the broad scope of our issues, we ended up investing 20 plus workmonths in a 300 page document. This seems impractical for future efforts, given funding cutbacks.

Retrospect: A more concise MSA based on a more limited number if issues would have been more efficient and just as helpful.

5. Formulating Alternative Plans

Alternatives were to be formulated based on eight subunits called resource conflict areas (RCAs) and then aggregated for the resource area. In actuality, after identifying conflicts and alternatives for the two RCAs having the broadest range of resources and problems, we found we had a set of alternatives applicable to the entire Wells RA. Each alternative represents a comprehensive land use plan. Each is defined/described to exactly the same level of detail (with the exception of the no action alternative) and each represents a viable, multiple use approach based on sustained yield without undue environmental degradation. There are no "straw men" alternatives.

Advantages: Using subunits enabled us to more easily develop "real world" alternatives and will give us maximum flexibility in choosing our final preferred alternative (we can pick and choose for each RCA in developing an overall preferred plan).

Disadvantages: Given the broad scope of our issues, we ended up developing five alternatives. This number may have been reduced by limiting the number of issues at the outset.

Retrospect: We suspect a highly formalized conflict analysis process is not necessary. A properly written MSA should point out conflicts and opportunities with sufficient clarity to enable alternative formulation with relative ease.

6. Analyzing Alternative Plans/Estimation of Effects

Each member of the ID Team was given a comprehensive list of the management actions for each alternative and were asked to individually prepare a list of the probable impacts to "their" resource by these actions. These were then compiled, copied, and redistributed to the entire team. Then they were asked to "come out of their closets", discuss their differences with each others statements and prepare impact statements that could be used in the EIS. These are the "bullet" impact statements which are underlined and numbered in Chapter 4 of the Wells RMP. They are comprehensive in nature and are analyzed under each alternative to allow for comparison. Impacts were analyzed on both an RCA-wide and resource area-wide basis.

Advantages: Forcing the ID Team to work on impacts alone at first enabled preparation of a comprehensive list of impacts as they generally wanted to protect their resource. However, having to defer their statements in discussions with other resource specialists forced a compiling of impacts which were meaningful to discuss in a major land use plan. All the impact statements are analyzed in each alternative and in the same order enabling the reader to easily compare them. Also, the use of bullet impact statements with more specific information following, enables the reader to read as much or as little as he/she desires.

Disadvantages: N/A

Retrospect: The method utilized is sound but I believe that more involvement by management at this stage could have alleviated some major rewriting that occurred later on. Also, requiring more quantification of impacts would have been better.

7. Selecting the Preferred Alternative

This was probably the easiest step in the process. The District and Area Manager met with the ID Team and discussed the probable impacts of each alternative by resource issue. Trade-offs were analyzed and, for the most part, conflicts were resolved. However, there were a few instances when conflicts could not be resolved that the managers decided which way the Preferred Alternative would go.

Advantages: Each resource specialist had an equal opportunity to be involved in selection of the Preferred Alternative. The Preferred Alternative had management's support.

The RCA concept of the Wells RMP enabled analysis of impacts on a smaller geographical scale than the 4.1 million acre resource area. Therefore, readers can more easily tell where an impact would occur instead of having the document be too general in nature. Publication of a Summary saved printing and mailing costs.

Disadvantages: N/A

Retrospect: The socio-economic information and and analysis in the Wells RMP is weak. Also, I believe later RMPs have handled the mineral issue better.

8. Selecting the RMP

There were 56 written comments and 31 verbal testimonies received on the Draft RMP. These ranged from comments about why were we not only going to continue to allow domestic livestock overgrazing, but increase livestock AUMs in some instances to asking why we were doing so little for the ranching industry in the way of range improvements and/or AUM increases. Many people questioned our use of the 3 to 5 year average AUM use for analysis purposes and the reasonable and existing numbers of wildlife provided by the Nevada Department of Wildlife (NDOW). Others asked why we did not use the vegetation (weight estimate) inventory we did to actually allocate AUMs to livestock, wildlife, and wild horses. One comment proposed another alternative for review comments received about wilderness were typically of the "vote count" variety. All the comments were typically responded to by restating either what was in the draft or Bureau policy. No significant changes were made between the draft and final.

Advantages: N/A

Disadvantages: N/A

Retrospect: The perception by the District and Area Managers and the Team Leader of what changes from the Draft to the Final might require issuing another draft was probably in error.

9. Protests

Eight protests were received. They were in essence repeats of what the same individuals said about the draft. They again ranged from wanting more AUMs for livestock and additional range improvements to asking why we are recommending continued overgrazing of the public lands by livestock. Responses from the District Manager have been sent to NSO and generally either restate what was in the draft or Bureau policy. No significant new information was provided by the protests.

The Governor's consistency review was received on March 29, 1984, about 51 days after the protest period ended. He felt that all portions of the WSAs with good mineral potential for metallics and nonmetallics according to the GEM Assessment should be recommended as nonsuitable for wilderness designation. Also that contour lines are a more manageable wilderness boundary than section lines. We are currently modifying our recommendations to be consistent with these statements.

10. Decisions

We have not yet begun this process.

11. Monitoring

We have not yet begun this process.

12. Summary

Entirely too much time was spent on the early stages of the Wells Pilot RMP. The formulation of alternatives, estimating effects, and preparation of the Draft RMP were done faster than identifying issues and preparing planning criteria. Future RMPs should significantly accelerate these early planning steps. The District and Area Manager should have been more involved before the Preliminary Draft stage.

The "bullet" impact statements and the RCA concept are two significant aspects of the Wells Pilot RMP. The former allows quicker and more relevant review by the reader depending upon his/her interest. The latter enables impact analysis by smaller geographical area than the resource area. This is particularly important in large resource areas.

Action Plan
for the
Wells Pilot RMP

May, 1980

Prepared By
U.S. Department of the Interior
Bureau of Land Management
Nevada State Office, Reno, Nevada
Elko District Office, Elko, Nevada

I. INTRODUCTION

This Action Plan is designed to help guide the development of Nevada's Pilot Resource Management Plan (RMP). The planning area corresponds to the Wells Resource Area of the Elko District and consists of two planning units - the Contact Planning Unit in the north and Currie Planning Unit in the south. Notice of intent to prepare the Wells RMP will be submitted for publication in the Federal Register around May 19, 1980. Prior to this pilot assignment, schedules necessary to complete traditional grazing EISs in the Elko District were triggered by the Natural Resources Defense Council (NRDC) vs. Morton suit of October, 1973. The requirement for meeting mandated court schedules, although now under the RMP concept, remains unchanged.

The geographic planning area (see Figure 1) consists of approximately 5,479,000 acres and includes the eastern half of Elko County. Over 4 million of these acres (80%) are public lands and include an approximate 50-mile wide band of checkerboard ownership which borders the railroad right-of-way, lies in an east-west direction, and approximately bisects the planning area. The area, bordered on the north by Idaho, and the east by Utah, also adjoins the Humboldt National Forest and the Ruby Lake National Wildlife Refuge. Several Indian colonies and reservations fall within and/or are impacted by the planning area.

The Wells Resource Area is also split by Interstate Highway 80 and Highway 93 (Figure 1). The area, considered rural, has about three quarters of its population in three "urban" centers-Wells, Jackpot and Wendover. The estimated 1980 population of the Wells Resource Area is 7,000 with a projected 1985 population of 9,000. Employment is principally associated with tourism, outdoor recreation, agriculture and mining; tourism being the major employer. Many goods and services are not provided satisfactorily within the area resulting in residents traveling to Elko, Twin Falls, Idaho, and Salt Lake City, Utah, for a large portion of their needs. Elko, with a 1980 population of 10,452 and an estimated 1985 population of 12,700, is located on Interstate Highway 80 to the west of the Wells Planning Area and constitutes the major community in the Elko District.

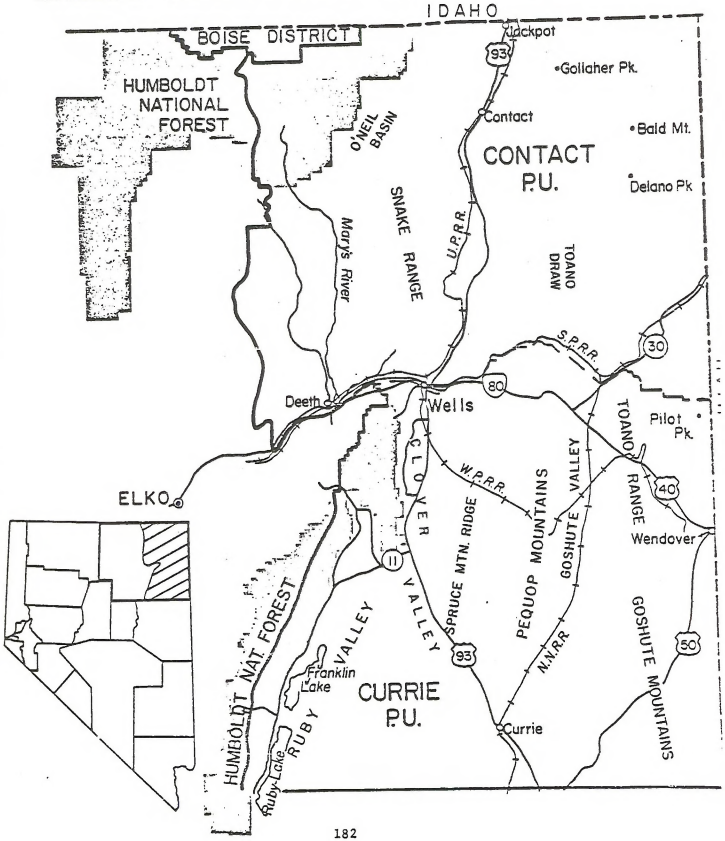
II. ISSUES AND CONCERNS

A preliminary identification of issues and concerns has been accomplished through public meetings held in March/April, 1979. Key representatives of State and local governments and others associated with major resource activities were contacted (November, 1979) to request general and specific planning recommendations to BLM.

Management of Vegetation Use on Public Lands

The Elko District has been the center of Nevada's power structure for the livestock industry since passage of the Taylor Grazing Act.

WELLS PLANNING AREA
ELKO DISTRICT NEVADA



The Elko based leadership headquarters of the Nevada Cattlemen's Association provides representation on the Public Lands Council, the political arm of the National Cattlemen's and National Woolgrowers Associations.

Close ties also exist among Nevada Cattlemen's Association leaders in Elko and local leaders of the Nevada Central Board and Northeastern Nevada State legislators. Nevada is the "home of the Sagebrush Rebellion" which was initiated by two legislators located in the Elko District, and has resulted in the Wells (and Elko) planning area(s) becoming the center of these influential legislators' focus on BLM.

The dependency of the livestock industry on public lands within the Wells Resource Area is substantial. Of approximately 95 livestock operations within the Wells Resource Area, only 10 (11%) have little or no need for BLM administered vegetation to sustain their operations. Past and anticipated changes in rules and regulations governing vegetation allocation are a controversial issue among ranchers and others. A primary concern is focused on the allocation of vegetation among competing uses. Existing range survey data are inadequate for determining proper vegetation allocations.

Other concerns relating to the management of vegetation include grazing trespass, change in class of livestock, livestock distribution, period-of-use by livestock, and management of wild horses. It is expected that with the current emphasis on intensive land management, the checkerboard land pattern occurring in portions of the planning area will make effective resource management more difficult than in areas where large blocks of public lands occur.

The major wildlife problem under current management is the lack of livestock grazing systems which also enhance or maintain terrestrial and aquatic wildlife habitat. The task of effectively balancing livestock and wildlife habitat management on public lands through vegetation allocations for reasonable numbers is one of the most challenging problems which must be faced in the Wells Resource Area. ("Reasonable numbers" apply to big game and are determined by the Nevada Department of Wildlife and reviewed by BLM. Figures represent population averages during the past 10 years).

The demand for big game and upland game bird hunting is high. The ability of the public lands to produce continued opportunities for this activity has caused considerable controversy among livestock operators and wildlife interests.

Public Land Disposals/Exchanges

Demands continue to increase for making public lands available for community and agricultural needs. Significant economic and population growth is anticipated in or near principal communities within the next five years. Housing and other community demands are critical

at the present time. The number of vacant building lots available within communities has decreased markedly as populations have increased recently, and logical controlled expansion may be directly dependent on the availability of carefully selected public lands.

Community and county leaders are frustrated by difficulties associated with satisfying the regulations of agencies, principally BLM, when trying to develop public purpose land. Their primary concerns involve Federally administered lands adjacent to growth communities and those lands in checkerboard ownership.

Desert Land Entry Program

The response to the recently re-opened Desert Land Act has resulted in a "land rush" response, which is viewed as a threat to many users of public lands. The Act, which dates back to March 3, 1877, is intended to encourage and promote the reclamation, by irrigation, of the arid and semi-arid public lands of the western states through individual effort and private capital. It permits the entry (or use) of up to 320 acres of land per qualified individual for farming purposes. Successful applicants eventually receive title to the land. The Elko District is presently recruiting to establish an inter-district, interdisciplinary "Desert Land Entry Task Force Team", one of two in Nevada. Approximately 40% of the Nevada caseload falls in the Wells Planning Area. The Desert Land Entry Program is expected to be of long duration.

Mineral Prospecting and Potential Development

Within recent years, oil and gas, geothermal, and locatable mineral (i.e. gold, silver, tungsten and barite) exploration and mining have increased dramatically. It is anticipated that this trend will continue.

Outdoor Recreation (Wilderness)

The roadless/wilderness area concept and program have been highly controversial. The generally negative Nevada reaction to the U.S. Forest Service Rare II effort was strongly reinforced and transferred to BLM's effort. Much of the criticism appeared to stem from an almost universal lack of support and understanding by local governmental groups and the vocal segment of the public regarding inventory procedures and the intent of Federal Land Policy and Management Act of 1976 (FLPMA). Confusion was augmented by editorials and news articles published in rural Nevada newspapers. However, environmental organizations based in Reno, Las Vegas and in other states have voiced general support of BLM's proposed Wilderness Study Areas.

Credibility of BLM

This concern has been raised by most organizations and user groups which have been contacted to date. There appears to be a historic lack of confidence in BLM's ability to develop and carry on a program to completion. While this is not a resource management issue, there is a potential bearing on BLM's future ability to gain meaningful input from the private sector during the inventory/planning process and, finally, while implementing programs.

III. STATUS OF INVENTORIES

Inventory procedures were funded and initiated with the 1979 field season. The planned completion date for inventory work is 8/81. The following specific efforts are in progress:

Resource Inventory	In-House	Contract
Vegetative Inventory	X	
Minerals/Geology	X	X
Recreation		
Wilderness	X	
Cultural resources	X	X
Recreation Information System	X	
Visual Resource Management	X	
Wildlife (terrestrial)	X	
Threatened and Endangered (T&E) species	X	
Non-game species occurrence		X
Wildlife (Aquatic)		
Stream survey	X	X
T&E species		X
Soil, Water and Air		
Soil survey	X	X
T&E plants		X
Surface water	X	X
Wild Horses (fecal analysis)	X	X
Forestry (woodland products)	X	

Selection of inventories was based on an analysis of existing data deficiences, mandated requirements and identified issues. Heavy emphasis has been placed on vegetation, wilderness, soils and wildlife inventories. The scarcity of available data relating to institutional, social, economic and geologic information is considered a potential flaw in the pilot effort if corrective measures are not taken in a timely manner. Those steps include filling appropriate key positions and ensuring financing for necessary contract work.

It should be noted that all inventory work will be contingent upon time and budget constraints.

IV. ORGANIZATION FOR PILOT RMP

The efficient operation of associated teams and the integrity of established deadlines are dependent upon management commitment (D.O., NSO, WO) and the filling of uncommitted and/or vacated positions promptly. Current proposed positions which are key to the effort include economist, editor and cartographic technician. It may also be necessary to recruit a technical coordinator (environmental specialist). Should key positions not be filled, or be filled at less than full performance level, internal shifting within the state organization will be required to accommodate team needs.

A. Management Structure

The management structure to accomplish the RMP effort is represented by the condensed organization chart on page 12. This structure may be modified to accomplish the EIS phase of the planning process. To the extent possible, all team members will be assigned on an "as needed" basis for the duration of the project.

The preliminary identification of issues corresponds to the planning area's major land uses, i.e. recreation, range, lands, wildlife and minerals, with their implicit social and economic concerns.

The Interdisciplinary (ID) Team will be composed of all personnel that contribute substantially to the RMP. The responsibilities of team members will necessarily vary and the time they devote to the effort will depend on RMP priorities and demands. Organizationally, the ID Team will be composed of the following four units.

1. Management

The District Manager and Manager, Wells Resource Area, represent the two levels of District line management who comprise this unit. They will have total line management responsibility for the District RMP effort.

It is particularly important that the Area Manager maintains a lead role in accomplishing reviews and providing guidance to the project manager.

2. Core Team

This unit is composed of those personnel having skills critical to the organization and preparation of the RMP. Members will have responsibilities associated with the following positions.

Project Manager (Haburchak)
Team Leader (Community Planner-Zontek)
Public Information Specialist (Beck)
Environmental Protection Specialist (McClendon)
Economist (Vacant)
Editor (Vacant)

3. "Part-time" Team

This unit will be comprised of specialists who will provide issue oriented technical input to the RMP as directed. They will not be committed permanently to the effort. Members will also assist with public involvement phases, programming and budgeting as needed.

Specific team members have not been assigned. To the extent possible, specialists will be drawn from the Wells Resource Area staff. Expertise not available on the District will be provided as available from NSO and/or other Nevada districts.

4. Management Review Team

This team will be comprised of the Manager, Elko Resource Area; Chief, Division of Resource Management; Chief, Division of Operations; Chief, Planning and Environmental Coordination Staff; and Chief, Division of Administration. Its members will be responsible, as directed by the Management Team, for ensuring intra-district program continuity and staff coordination and cooperation, reviewing RMP progress, and ensuring that final planning products are responsive and useful to management. This team will serve in a general advisory capacity to the District Manager and Wells Area Manager.

B. Core Team Position Responsibilities

Project Manager (Haburchak). The Chief, Planning and Environmental Coordination Staff, is the Project Manager. In this capacity, he is accountable to the Wells Area Manager and is responsible for completion of the RMP.

Team Leader (Zontek). The Community Planner is the Team Leader. Emphasis in this position is on assisting the Project Manager in the total management of the project, ensuring that deadlines are met and overseeing day to day work. He has directional responsibility for the Core Team and Part-time Team members when they are actively working on components of the effort. Primary duties will include maintaining schedules, complying with the approved Action Plan and communicating of any changes as necessary to ensure interdisciplinary coordination.

Pending demonstrated need for a technical coordinator, he is responsible for technical review, and procedural, policy and on-site quality standard review. He is responsible for providing guidance to team members on the RMP process and for assisting in developing schedules and outlines. He, with assistance from the Environmental Protection Specialist, performs the following functions: 1) assembles standard data to be used throughout pilot effort by all team members; 2) reviews all sections of documents for adherence to team and BLM standards prior to editing; 3) tracks work items and resources to ensure flow through document; and 4) provides guidance on analytical processes.

Public Information Specialist (Beck). The incumbent will develop and maintain effective working relationships with key publics and organizations identified in the Public Participation Plan (Enclosure 1), and will develop and implement public involvement plans and schedules to support the RMP program. In implementing plans, she will disseminate program and policy information through the news media, letters, public speaking engagements, reports, publications, audio-visual aids and personal contacts. She will continually evaluate the effectiveness of the public involvement/information programs and identify sensitive issues that arise or are implied. Her preparation of public involvement/information materials will include Federal Register notices and notifications of public meetings.

Environmental Protection Specialist (McClendon). The Environmental Protection Specialist will provide assistance during preparation of environmental components of the RMP in interpreting NEPA, BLM, CEQ and Interior requirements, and ensuring that all applicable rules, regulations and policies are being complied with. He ensures that technical and procedural adequacy are coordinated throughout the RMP process and maintains a continuing overview of the Director's and State Director's instructions and standards relating to environmental protection and enhancement. He drafts new or revised technical standards and operating guidelines for implementing environmental procedures necessary or expedient to the RMP process.

Economist (Vacant). Incumbent collects and assembles social, economic, and institutional data and information with pertinent maps, graphic material, and explanatory aids as prescribed by planning criteria.

He/she estimates sustainable levels of the various goods, services and uses that may be attained under existing biological and physical conditions and under differing management practices and degrees of management intensity, and which are economically viable under the benefit cost or cost effectiveness standards prescribed in national or State Director guidance.

The economist will provide analytical and technical social-economic assistance required by ID Team members. He/she will assist in training ID Team personnel in recognizing social and economic values.

Editor (Vacant). The incumbent is responsible for providing editorial management of style, tone, format and readability. He/she is the principal determinant concerning layout, assembly and printing of the RMP, and ensures the preparation and cataloging of public comment summaries. Incumbent provides the technical editing expertise necessary in all sections of RMP documents and assumes the lead in coordinating the preparation of graphics and illustrations. He/she recommends and assembles the bibliography and glossary contents. Incumbent directly assists the Public Information Specialist in implementation of the Public Participation Plans.

C. Internal Work Flow

All material will be channeled through an internal review process in which first cut draft material will be reviewed by the Team Leader, then edited by the Editor. Prior to being submitted to the Management Review Team, the material will be reviewed for adequacy by the author. If adequate, that material will then be forwarded to the Project Manager and Management Team for review and comment. When they determine it to be satisfactory, the draft material will be final typed and assimilated into RMP documents. All mapping, drafting and illustrating requirements will be coordinated by the Editor and Team Leader and forwarded to the Division of Technical Services, NSO, for completion. All such requests will be directed to Technical Services by the Team Leader only, to ensure the efficient use of drafting capabilities in NSO.

D. Coordination

Within the Division of P&EC, NSO, Jack Seley is the primary W.O. and D.O. contact point for the Wells RMP project. If he is not available, his supervisor, Bill Calkins, may be contacted.

E. Quality Control Responsibilities

The Elko District Office will prepare all documents and analyses consistent with 43 Code of Federal Regulations (CFR) 1600, existing manuals, policies, State Director guidelines and Nevada procedures. The Nevada State Office develops concepts and procedures, interprets Washington Office guidance, develops State Director guidance and assists the District Office as necessary.

Specific quality control roles by RMP process component are contained in Appendix A.

V. ORIENTATION AND TRAINING

Programs of orientation and training will be required in order to acquaint all internally associated participants with the processes and goals of the Pilot RMP. An initial briefing and orientation was conducted by the Division, P&EC, NSO, for the State Director and his staff on April 18 and 21, 1980. A similar orientation was presented to the Elko District staff on May 7, 1980.

Specific training on planning processes will follow orientation and will be conducted primarily by N-920 as specified in the Quality Control section of this Action Plan.

VI. EXISTING AND ANTICIPATED GUIDANCE

Specific guidance for development of the Pilot RMP is being structured at the National and State levels within the parameters established by the planning regulations published in the August 7, 1979 issue of the Federal Register; the Council on Environmental Quality regulations published in the November 29, 1978 issue of the Federal Register; and the NSO agreement with the Nevada Governor's office.

Presently, the District is proceeding using the basic guidance provided by the planning regulations and incorporating additional guidance as it is provided by the National and State levels. It is imperative that the District proceed with the RMP process as efficiently and immediately as possible in order to meet the court established EIS completion date of September, 1983. Specific State Director guidance, using existing National guidance as a base, will be issued to the District prior to FY 1981.

VII. PUBLIC INVOLVEMENT

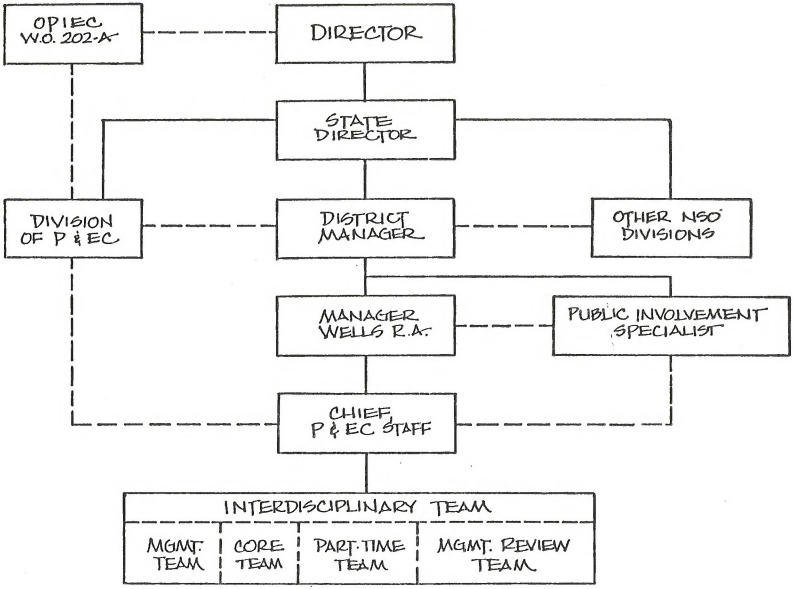
Each planning component includes elements that require significant internal and external input. The Public Participation Plan, included as Appendix B, establishes procedures for effecting required and desired public participation.

VIII. RMP SCHEDULE AND TIMEFRAMES

A schedule of critical planning component completion dates is included as Appendix C.

IX. FLOW CHART ON WELLS RMP PROCESS

A flow chart showing the RMP requirements as they apply to the Wells RMP is attached to this Action Plan as Appendix D.


OPIEC W.O. 202-A
DIRECTOR
STATE DIRECTOR
DIVISION OF P & EC
DISTRICT MANAGER
OTHER NSO DIVISIONS
MANAGER WELLS R.A.
PUBLIC INVOLVEMENT SPECIALIST
CHIEF, P & EC STAFF
INTERDISCIPLINARY TEAM
MGMT. TEAM
CORE TEAM
PART-TIME TEAM
MGMT. REVIEW TEAM
DIRECT LINE OF AUTHORITY
ADVISORY RESPONSIBILITY

APPENDIX A

QUALITY CONTROL ROLES

Quality control responsibilities are outlined below by RMP components. Abbreviations used below are: D.O. (District Office); N-910 (State Director); N-912 (Public Affairs); N-920 (Planning and Environmental Coordination); N-930 (Resources); N-940 (Technical Services); and N-950 (Management Services).

PUBLIC PARTICIPATION PLAN, ISSUE IDENTIFICATION, AND INVENTORY LEVELS

Office	Roles and Responsibilities for Quality Control
D.O.	Prepares documents and analysis consistent with 43 CFR 1600, manuals, guidelines, policies and procedures. Lead Role.
N-910	Approves/concurs.
N-912	Reviews public involvement aspects to assure measures are appropriate to the situation and that BLM standards are met.
N-920	Reviews to ensure compliance with 43 CFR 1600, BLM Manuals and NSO guidance.
	Coordinates NSO review. Lead Role.
N-930	Reviews issue and problem identifications by specific resource for consistency with the management situation.
	Reviews resource inventory levels, standards, procedures and schedules required to meet management needs.
N-940	Reviews support activities, management facilities and cartography for consistency with the management situation.
N-950	Reviews situation to ensure that budgetary, equipment and procurement needs are consistent and timely with the management situation.

INVENTORY

Office	Roles and Responsibilities for Quality Control
D.O.	Conduct inventories to approved quality standards and to the level identified in pre-planning analysis. Lead Role.
	Reviews inventory procedures and results to assure approved quality standards are met.
N-920	Reviews and ensures ongoing technical adequacy of social and economic inventories.
N-930	Provides training on inventory resource procedures.
	Reviews and ensures ongoing technical adequacy of resource inventories.
N-940	Reviews and ensures ongoing technical adequacy of technical services inventories.
	Provides training on technical services inventories.
N-950	Ensures technical adequacy and timeliness of contracts.

PREPARATION OF PLANNING CRITERIA

Office	Roles and Responsibilities for Quality Control
D.O.	Prepares criteria to standards outlined in 43 CFR 1600. Lead Role.
	Reviews to ensure consistency with policies, procedures and responsiveness to on-the-ground conditions.
N-912	Reviews Public Participation Plan for consistency with Bureau standards and state requirements.
	Monitors implementation of Public Participation Plan for technical adequacy.
N-920	Provides training to D.O. personnel.
	Reviews for compliance with State Director Guidance, standards and statewide planning schedule.
	Ensures NSO reviews have been conducted.
	Ensures public involvement planning objectives have been met.

INVENTORY cont'd

Office	Roles and Responsibilities for Quality Control
N-930	Reviews and ensures technical adequacy of the resource portion. Lead Role.
N-940	Reviews and ensures on-going technical adequacy of transportation, cadastral fire, safety (hazards), management facilities and support programs. Lead Role.

MANAGEMENT SITUATION ANALYSIS (MSA)

Office	Roles and Responsibilities for Quality Control
D.O.	Prepares MSA consistent with Planning Criteria, State Director guidance and other existing policy and standards.
	Reviews to ensure consistency with policies, procedures, and responsiveness to on-the-ground condition.
N-910	Reviews MSA material and concurs.
N-912	Continues monitoring the implementation of the Public Participation Plan for technical adequacy.
N-920	Provides training to D.O. personnel.
	Reviews for compliance with Planning Criteria, State Director guidance and other existing policy and standards, and statewide planning schedule.
	Coordinates needed NSO review.
	Ensures concerns of Federal, State and local governmental groups have been analyzed.
	Ensures that the management situation identified in the issues is reflected in the analysis.
N-930	Reviews for technical adequacy for resource activity recommendations and environmental consideration. Lead Role.
	Ensures management situation identified for resources is reflected in MSA.
N-940	Reviews N-940 support recommendations for technical adequacy. Lead Role.
	Ensures management situation identified for support is reflected in MSA.

IDENTIFICATION OF ALTERNATIVES AND ESTIMATION OF EFFECTS

Office	Roles and Responsibilities for Quality Control
D.O.	Identifies alternatives, prepares scoping materials and RMP documents. Lead Role.
	Reviews to ensure consistency with policies, procedures and responsiveness to on-the-ground conditions.
N-910	Approves District work on this RMP component.
N-912	Continues monitoring Public Participation Plan.
N-920	Provides training to District Office personnel.
	Ensures ongoing analytical accuracy and compliance with National Environmental Policy Act, Department and Bureau requirements.
	Reviews plans of other local, state and federal groups to determine degree of consistency with each alternative.
	NSO review coordination. Lead Role.
	Monitors integrity of budget estimates required to process RMP and assures compliance with statewide schedules.
	Coordinates and consults with W.O. Lead Role.
	Ensures coordination and consultation with the State Clearinghouse, and other publics by methods identified in the public participation plan portion of the EIS preparation plan.
	Reviews consistency analyses of alternatives.
N-930	Reviews and ensures that alternatives, preparation plan and RMP documents comply with Bureau resource policies and directives.
N-940	Prepares maps and graphics to Bureau standards.
	Serve as Contracting Officers Authorized Representative for document printing.
	Review alternatives, preparation plan, and RMP documents for consistency with State and Bureau technical services policies and directives (engineering, fire, access, appraisals, and safety).
N-950	Ensures that contracts related to RMP meet Bureau standards before they go to the Denver Service Center.

FINAL RMP

Office	Roles and Responsibilities for Quality Control
D.O.	Selects RMP in accordance with manual standards. Lead Role. Also prepares RMP brochure.
	Reviews to ensure consistency with policies, procedures and responsiveness to on-the-ground conditions.
N-910	Reviews and concurs with RMP.
N-912	Ensures RMP brochure meets Bureau standards and authorizes printing.
N-920	Reviews selected RMP to assure RMP and possible summaries or brochures meet Bureau and NSO standards.
	Reviews distribution of documents.
N-930	Reviews for technical adequacy for resource activity recommendations and environmental considerations in RMP. Lead Role.
	Ensures management situation identified for resources is reflected in RMP.
N-940	Reviews RMP and possible summaries or brochures (maps and graphics).
	Reviews N-940 support in the alternatives for technical adequacy. Lead Role.
	Assures management situation identified for support is reflected in RMP.

APPENDIX B

PUBLIC PARTICIPATION PLAN

WELLS RESOURCE MANAGEMENT PLAN

GOALS AND OBJECTIVES

I. Inform special interest groups, individuals, government agencies (Federal, State, local), Indian tribes, and elected officials of various phases of multiple-use planning.

A. Publish notices to inform the public of beginning of planning process, and notices to solicit, through public participation techniques, information to aid in the identification of issues to be addressed in the Resource Management Plan (RMP).

B. Notify public of planning criteria the BLM proposes to use in the RMP process and receive public comment on those criteria.

C. Explore available data and analyses to determine their adaptability to Wells RMP effort in order to avoid duplication of effort.

D. Identify sources of information, both printed and verbal, that would contribute to the collection and use of inventory data and information.

E. Complete and maintain a list of individuals, groups, agencies, Indian tribes, etc., known to be interested in or affected by the RMP.

F. Notify identified groups by letter, personal contact or press release of points at which they may be involved in the RMP development.

G. Inform general public of availability of Draft RMP and receive their comments on those publications.

H. Actively seek comments from previously identified publics on Draft RMP.

I. Notify public of availability of Final RMP and provide adequate opportunity for protest.

J. Furnish the public with notice of, and allow for comment on, any significant change in the proposed RMP resulting from protest action.

II. Provide the public with an understanding of the BLM's proposed action.

A. Regularly inform public of progress on various key stages of RMP and EIS development.

B. Inform publics and request their comments during development of issues, planning criteria and alternatives.

III. Ensure that public needs and concerns are understood and considered by the BLM.

A. At all scheduled public participation activities, summarize principal issues discussed and comments made. Have summary available for public review and for addition of comments by participants wishing to clarify or add to views expressed.

B. Coordinate with, and seek advice from, Federal agencies, State and local governments, and Indian tribes.

C. Meet with State Clearinghouse at major RMP development points.

D. Meet with Federal agencies, State and local governments, and Indian tribes at major RMP development points.

E. Become acquainted with non-BLM land use plans in order to utilize those plans in RMP development and to avoid conflicts with previously developed plans.

IV. Strive for effective interdisciplinary approach during planning process.

A. Form an interdisciplinary team whose backgrounds are in natural and social sciences, and the environmental design arts, and encourage those team members to search for information and work with others in their disciplines internally and externally.

B. Ensure documentation of all external contributions, whether written or verbal, and of all internal communications which may be quoted or used.

COURSES OF ACTION

An initial identification of issues and concerns was solicited through a series of meetings, open to the public, conducted during March and April, 1979. Additionally, in November, 1979, representatives of State and local governments, and others associated with major resources activities were contacted for general and specific input. Represented resource activities included mining, livestock (Nevada Cattlemen's Association), environment and wildlife habitat. The Elko Mayor, George Corner, and Elko County Manager, George Boucher, representing the Elko County Commissioners, were questioned. (Notice of the preparation of the Wells RMP was published in the Federal Register on Monday, December 3, 1979).

The District will continue to contact range users and other known interested individuals and groups prior to conducting inventories on their geographical areas of interest. Participation by external affected publics has been significant and survey crews have been accompanied in the field frequently in response to notification. Non-Bureau participation is documented in the inventory field party chiefs' diaries. Interest is expected to continue. The following sequence of public involvement steps will provide additional opportunity for the public's expression, consideration and inclusion of comments in the multiple-use planning process.

I. Complete preparation of Action Plan, including pre-planning analysis, by 05/21/80.

   A. Incorporated NSO comments into Action Plan by 03/15/80.

   B. Action Plan ready for NSO (N-920) review by 03/30/80.

   C. Action Plan to N-920 for distribution to other divisions for review. Returned by 04/30/80.

   D. Revise returned Action Plan.

II. Complete issue identification and scoping process by 07/18/80.

   A. Submit notice to Federal Register (see 1601.3g.) by 05/16/80.

   B. Present I.D. of issues out of the Action Plan to District Advisory Council for comment (assuming it has been chartered).

   C. Submit I.D. of issues out of the Action Plan to NSO (N-920) for distribution to State Clearinghouse.

   D. Submit I.D. of issues to affected Federal agencies and Indian tribes, City Council and County Commissioners, and Congressional delegation.

   E. Offer to meet with groups identified in C and D above. Congressional delegation briefing will be arranged by N-912.

   F. Send issue I.D. and letter to identified public groups offering to meet in a small group or in a "one-on-one" atmosphere.

   G. Conduct workshops with livestock, mining and other interested groups.

   H. Conduct one or more public meetings if interest is expressed.

I. Issue a general news release to ensure complete dissemination of information.

J. Ask adjoining districts to review and comment on issue identification.

III. Complete establishing planning criteria by 10/24/80.

A. Respond to individuals and publics who contributed comments on our published draft planning criteria and on issues in response to previous requests.

B. Publish a Paid Legal Notice in local newspapers and submit a notice for publication in the Federal Register on draft planning criteria.

C. Prepare a news release for use by local newspapers and radio station.

IV. Complete assembling of inventory data, and dissemination of results and related information by 09/30/81.

A. Conduct internal briefing on range survey results for NSO.

B. Present gross results of range survey to general public.

1. Range users.

2. Wild horse groups.

3. Wildlife interests.

4. National Cattlemen's Association recognizing it may be used in their monthly publication.

5. Other interested individuals and groups.

C. Social inventory needs will require publics contacts, mostly one-on-one.

V. Complete management situation analysis by 01/30/82.

A. Resource specialists meet with their identified publics and counterparts to exchange information and to identify resource condition objectives, capabilities and sustained use levels (1601.5-4(a)2,3,4). Examples of public participation techniques follow.

1. Nominal group method (1-15 members).

2. Workshops.

3. Show-me trips.

4. Review of media files and trend information.

5. Open houses for soliciting opinions and suggestions.

6. One-on-one meetings.

B. Review and update, if necessary, requirements and constraints necessary to achieve consistency with policies, plans and programs of other Federal agencies, State and local government agencies and Indian tribes.

VI. Complete development of alternatives by 05/30/82.

A. Brief State Director on resource use alternatives developed, ranging from those favoring resource protection to those favoring resource production. (Include "No action" alternative).

B. Issue notice of intent in Federal Register.

C. Inform general public of alternatives.

1. News releases.

2. Letters.

3. Personal contacts.

4. Open houses.

5. General information sessions.

D. Offer to meet with the following groups and submit to them an explanatory "scoping" document concerning the alternatives.

1. State Clearinghouse (through N-920).

2. Congressional delegations (through N-912).

3. Indian tribes.

4. Federal agencies.

5. Local governments.

VII. Complete selection of preferred alternative by 08/30/82.

Respond individually to submitted comments with a letter acknowledging receipt of information stating how those comments will be considered in the formulation of alternatives. Explain what will follow. (RMP).

VIII. Complete Draft RMP by 02/28/83.

A. Before Drafts are printed:

1. Contact U.S. Fish and Wildlife Service, National Advisory Council on Historic Preservation, and State Historical Preservation Officer for comments or to initiate informal consultation, and document those contacts in the drafts.

2. Contact Nevada State Department of Wildlife for comments concerning reasonable numbers of big game populations discussed in the alternatives.

B. After Drafts are printed:

1. Issue Federal Register notice.

2. Send copies of drafts to Federal agencies having jurisdiction or expertise.

3. Send copies of drafts to Indian tribes and interested and/or affected publics.

4. Send copies of drafts to, and offer to meet with, State Clearinghouse and Congressional delegation.

5. Send copies of drafts to local governments.

6. Send a letter to libraries asking them to make drafts available.

7. Issue news releases.

8. Consider possibility of public meetings and public hearings, and conduct any that may be productive.

9. Encourage speeches or presentations at local group meetings.

IX. Complete Final RMP by 07/30/83.

A. Issue Federal Register notice.

B. Send copies of finals to all who commented and to whom we responded.

C. Send copies of finals to Federal agencies having jurisdiction or expertise.

D. Send copies of finals to Indian tribes and interested and/or affected publics.

E. Send copies of finals to, and offer to meet with, State Clearinghouse and Congressional delegation.

F. Send copies of finals to local governments.

G. Issue news releases.

H. Encourage speeches or presentations at local group meetings.

X. Ensure that copies of the approved RMP are available at the Nevada State Office, Elko District Office, District Offices contiguous to the Elko District, any detached area offices that may be established in the Elko District, detached area offices of other Districts contiguous to the Elko District, and in at least one additional location, determined by the District Manager, which offers convenient access to the public.

XI. Ensure that any supporting documents to land use plans are available for public review at the Elko District Office.

The following general guidelines must be followed to help insure proper enactment of the Public Participation Plan.

A. Register all individuals who attend public participation activities.

B. Make a summary of the principal issues discussed at all public participation activities and the significant comments made.

C. Document all public comments. Use Forms 1541-3, 1600-16 and NSO 1120-26.

D. Ensure that all contributors to the planning process are aware of the 15-, 30-, and 90-day notice requirements.

E. Disseminate RMP progress dates internally through participation at staff meetings, Weekly Updates and the NSO monthly Instruction Memorandum on EIS status, etc.

IDENTIFICATION OF PUBLICS

I. Government Interests

A. Local

1. City Officials

a. D. George Corner, Elko Mayor

b. Doyle Hitt, Wells Mayor

EVALUATIONS

I. Evaluations are proposed to take place at the following critical points throughout the planning process.

A. Evaluation, by NSO and District, of the process undertaken for issue identification with a view ahead to the scoping process for the formulation of alternatives.

B. Evaluation, by NSO and District, if a need has been determined through the establishment of planning criteria, to modify the inventory and data gathering process. A modification could involve altering time schedules.

C. Evaluation, by NSO and District, of the management situation analysis, to determine any special public participation needs.

D. Evaluation, by NSO and District, of submitted RMP comments, and the consideration and response by the District to those comments.

E. When the approved RMP is being printed, a review and evaluation of the entire public participation process completed shall be undertaken by N-912, N-920, Elko District and other Nevada Districts that will be involved in RMPs. Recommendations for involvement of publics in the implementation stages, including the activity plans, should be made to the District and Area Managers.

APPENDIX C

WELLS PILOT RMP SCHEDULE

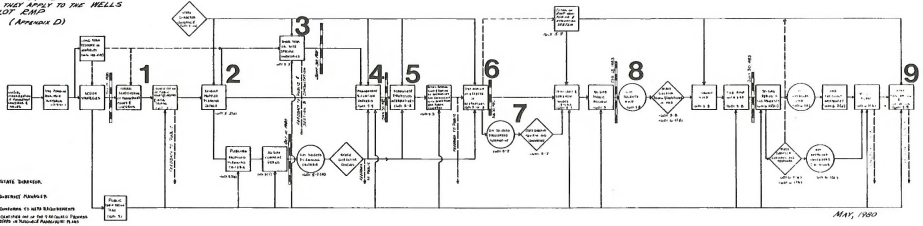
Public Participation Plan completed by	02/80
Complete and submit Action Plan to W.O. 202 by	05/21/80
Submit Federal Register Notice, 1601.3(g) by	05/16/80
Identification of Issues completed by	07/18/80
ID of issues mailing (inc. State Clearinghouse) by	05/21/80
Have ID of issues comments screened by	07/03/80
Receive NSO input by	07/11/80
Comply with 40 CFR 1501.7 scoping process demands	
Develop Final Planning Criteria by	10/24/80
District's screening of criteria completed by	08/01/80
NSO review of draft criteria completed by	08/15/80
DM briefs State Director and staff on draft criteria by	08/26/80
Publish draft criteria for comment by	09/09/80
End of public comment period on criteria	10/10/80
*Determine final inventory needs by	10/31/80
NSO review and concurrence with determined inventory needs by	11/14/80
Complete all field inventory and data collection by	06/30/81
RMP interdisciplinary team assembled by	08/30/81
Complete assembling all inventory and data information by	09/30/81
Complete Management Situation Analysis by	01/30/82
Develop alternatives and initiate EIS scoping process by	05/30/82
Complete assessment of alternatives effects by	08/30/82
Line management selects preferred alternative by	09/30/82
Complete draft RMP by	02/28/83
Draft printing completed by	11/15/82
Draft mailing (inc. State Clearinghouse) completed by	11/30/82
Public reviews, public meetings and evaluation of draft comments completed by	02/28/83

DM selection of proposed RMP by	03/30/83
RMP approved by	05/30/83
Final RMP completed by	07/30/83

*This would reflect possible changes in data needs resulting from updated issues and concerns.

~FLOW CHART~

E.M.P. REQUIREMENTS AS THEY APPLY TO THE WELLS PILOT EMP (APPENDIX D)



WELLS RMP
PUBLIC COMMENT
PROCESSING CODE SHEET

Name. . . . .Respondent's name

Response No. . . . .number in upper right corner of each input (numbered chronologically according to receipt)

Form. . . .Code for type of response
- O = original letter or memo
- D = duplicate response
- V = personal visit

Who. : . . .Code for "type" of respondent
- I = individual (includes ranching partners)
- IGp = informal group (family, neighbors, etc.)
- FGp = formal group (industry, agency, conservation group, etc.)

# of Signatures. . . . .number of people whose opinions are represented by response, as determined by specific remark in response; e.g., "my wife and I believe..."

Residence. . . .name of town or locale of respondent's home; e.g., Wells, Ruby Valley

Criterion columns. . . .Indicate whether respondent agrees (A) or disagrees (D) with draft published criterion, has suggestions (S) for additions or modifications, or has questions (Q).

Remainder of form. . . .column(s) which follow each criterion column. Indicate by a check mark which reason(s) were cited by respondent for either agreeing or disagreeing with the appropriate criterion, or what suggestions or questions were raised.

Issue:
T&E spp.;
Rare, sensitive spp.

Name	Response No.	Form	Who	# of Signatures	Residence	Contacts: all	AGFCs may be important in mgmt. of T&E and rare species?	BLM should provide AGFCs with requested info.	Requesting agency should reasonably jeopardize other uses	Consider economic impacts of any proposed restriction	BLM should form user responsibility program for its area	BLM should be concerned with "sensitive species"	Criterion: retaining habitat under administration of BLM	Does retaining all habitat under BLM administration "go too far" legally	Must save T&E species determined by courts	Do proposed species receive same consideration as T&E species	Who determines sensitive species
E.P. Pister, Desert Fishes Council	5	O	FG$_F$	1*		A	✓										
John Reed, Elko Co. Assoc. Conservation Dists.	21	O	FG$_F$	1		S		✓									
Paul Bottari, NvCA	35	O	FG$_F$	1		S			✓	✓							
*Council numbers in excess of 300 persons																	
Bob Wright	9	O	I	1									Q	✓	✓		
Lester McKenzie	16	O	IG$_F$	1											Q	Q	Q
John Neff	15	O	Ruby Valley	1		D					✓						
Paul Smith	11	D		2							✓						
Cliff Gardner	12			1							✓						
Guy L. Weatherly	22			1							✓						
Tony Wrathall	23			1							✓						
Buster Wines	24			1							✓						
Duval Ranching Co.	25			3							✓						
John Krenka	26			1							✓						
Wendell Neff	27			1							✓						
Leonard Wines	28			1							✓						
Leslie B. Thorp	29			1							✓						
Mike Weatherly	30			1							✓						
Steve Jackson	31			1							✓						
Thomas L. Wines	18	↓	↓	1		↓					✓						
Kirk Dahl	33	D	Ruby Valley	1								✓					
Craig Spratling, Farm Bur.	36	O	Deeth	1		D											

SUMMARY OF PUBLIC COMMENTS ON ISSUES AND DRAFT PLANNING CRITERIA- WELLS RESOURCE MANAGEMENT PLAN

Approximately 4,400 copies of the issues and planning criteria proposed for the Wells Resource Management Plan (RMP) were made available to the public in late January 1981. The planning material was published in a district newsletter, the Sage, which was mailed to selected individuals, elected officials, interest groups, agencies, etc. (approximately 350 copies), as well as distributed to the subscribers of the Elko Daily Free Press as a supplement (approximately 4,000 copies). Comments were requested by March 2, 1981. At the time of this summary (March 27, 1981) 57 individuals and groups (including 10 agencies involved in the Nevada State Clearinghouse coordinated response) had replied. One reply contained no comments on the published material.

The respondents included 33 individuals (including ranching partners), 15 government agencies; 4 economic interest groups, 2 conservation groups, 2 "informal groups" (a family and an EIS consultant presumably speaking for his clients), and 1 university department spokesman. Sever respondents were from out of state; 38 were residents of the Wells Resource Area (RA) or Elko, the remainder (12) were from the Reno-Carson City area.

The responses included one personal visit followed by a letter from the same individual; the letter contained no specific comments on the planning material. All other comments were written. Fifteen duplicate responses were received. These included one duplicate of an original letter from a Nevada Division of State Lands spokesman and 14 duplicates of original comments (in list format) by a Ruby Valley permittee. All 14 persons submitting duplicate responses were also Ruby Valley residents. Three of these duplicate responses were accompanied by the original remarks. In effect, 44 original comments were received.

Those groups which did not respond, but which could have been expected to, included NRDC, Sierra Club, local governments, and sportsmen's interests. Thirty-one, or about 53 percent, of the respondents in the earlier issues identification process did not comment during this second planning phase.

Five responses, all nonlocal, indicated general approval of the issues and planning criteria. Two, both local, indicated blanket disapproval. The issues categories which attracted the most interest were vegetation and real estate management.

Comments are summarized by individual issue below. (Note: the original comments by John Neff and 14 duplicates will be referred to as the Ruby Valley comments.) Numbers given in parentheses indicate the number of respondents who voiced the preceding opinion or reason.

Land Tenure Adjustments

Twenty-one comments were received, of which six were original. Most consisted primarily of suggestions. The Ruby Valley comments voiced support for blocking checkerboard lands to facilitate private land management; sales of isolated public parcels; and sales to benefit local residents, particularly in the expanding towns of Wells and Elko. Other recommendations involved considering the creation of more manageable nonpublic land tracts (3), disposing of unmanageable public land tracts (1), obtaining local government approval of proposed purchases and withdrawals (1), considering exchanges if value of acquisition is equal to or greater than retention (1), carrying out exchanges to facilitate resource management (2), and ensuring that exchanges are made "in kind" to maintain critical wildlife habitat under public ownership (1).

Access

Nine original and 15 duplicate responses were received on this issue. The Ruby Valley comments evinced concern for the potential effects on landowners of acquiring public access. They suggested that access acquisition needs be determined only through consultation with landowners. They also voiced objections to using the condemnation process. Another respondent stated that if condemnation was necessary to acquire access, "proper safeguards" should be afforded landowners. Comments of other respondents included determining that demand is high before developing access (1), making sure that access acquisition is "reasonable" (1), developing more access on public land instead of across private land (1), and considering the effect of improved access on hunting pressure and wildlife populations (1). Two respondents stated that the agency obtaining legal access should assume responsibility for possible resulting damage. Another individual objected to the provision for coordination with Indian tribes. Only four respondents were nonlocal. Two of them suggested retaining or providing access in the event of sales or exchanges. One favored identification of transportation corridors, existing rights-of-way favored for expansion, and right-of-way avoidance areas. One generally approved of the published criteria.

Recreation Management

Of eight respondents, five were residents of the Elko-Wells area. The Nevada Division of State Parks felt recreation was adequately addressed. Other respondents suggested identifying recreational land acquisition needs (1), giving water recreation areas special management attention (1), and developing existing areas before considering new developments (1). Certain local residents suggested additional criteria for limited ORV designations, i.e., seasonal closures (2), periods of use according to soil condition (2) or animal gestation (1), and harassment of livestock or damage to their habitat (4)

U.S. DEPARTMENT OF INTERIOR
BUREAU OF LAND MANAGEMENT
ELKO DISTRICT OFFICE

SEPTEMBER, 1981

FINAL PLANNING CRITERIA
WELLS RESOURCE AREA
RESOURCE MANAGEMENT PLAN

PREFACE

This document contains final planning criteria that have been developed in accordance with 43CFR 1601.5-2. Draft criteria were published in newspaper format (The Sage) and distributed to the public for a 30-day comment period in January 1981. Comments received from persons, agencies, and interest groups were analyzed and incorporated to the extent possible.

These criteria will now be used to guide the development of the Wells Resource Management Plan (RMP).

Implementation of the Coordinated Resource Management and Planning (CRMP) process is also anticipated in the Wells planning area. CRMP is the process that brings together all people concerned with management of resources in a given local area: landowners, land management agencies, users, and other interest groups. The key element that differentiates CRMP from other planning efforts is that it is undertaken and led by local groups. While the CRMP process does not override the decision making authority of those responsible for the private and public resources, the recommendations of local CRMP groups will be influential. Where applicable, the Wells RMP and/or future plans resulting from it will be prepared in conjunction with local CRMP efforts.

I. REAL ESTATE MANAGEMENT

A. ISSUE: Where are land tenure adjustments needed and how should they be accomplished?

Management problems involving access, construction of public works projects, trespass, etc., occur in certain areas as a result of the public-private land ownership mixture. Public lands are in demand for agricultural development, urban and residential expansion, and other intensive uses. Public lands can be disposed of for these or other purposes if disposal serves the national interest. A variety of realty procedures are available which could help meet these needs and resolve land management problems.

Planning Criteria

1. Consider disposal methods for proposed land tenure adjustments in the following order of priority:

   a. Public purposes

   b. Exchanges

c. Sales and/or agricultural entry

2. Consider for lease or conveyance under the Recreation and Public Purposes Act any parcel of land which has been identified by city, county, or state planning as required for municipal purposes.

3. Consider exchanges if:

   a. The public values of acquiring certain lands are equal to or greater than public values of retaining the public land under federal ownership.

   b. They would result in acquiring tracts of public land which are manageable units and in the national interest.

4. Consider the sale of a parcel of land if:

   a. It is difficult or uneconomical to manage and is not suitable for management by another federal agency.

   b. It was acquired for a specific purpose which is no longer served by retention.

   c. Disposal would serve important public objectives which could not be achieved on public land and which would outweigh the public objectives and values which would be served by retention.

5. Consider allowing agricultural entry (Desert Land Act or Carey Act) where:

   a. There is unappropriated ground water available and the development of new irrigation wells meets the criteria established by the state water engineer.

   b. The land is suitable for agricultural use as established through appropriate laws and regulations.

   c. The land meets the disposal criteria listed in item 2 above.

6. Consider for withdrawal any parcel of land which another federal agency has shown to be necessary to its programs.

7. Where a critical resource need for a tract of land is identified, consider purchase only if other forms of acquisition (e.g., exchange, easements, etc.) are not feasible.

B. ISSUE: How can legal access be provided to all public lands?

Legal access is necessary to enable continued public use and to facilitate effective management of all public lands. Legal access is defined as the lawful right to enter or leave a parcel of land. It includes the right to enter adjacent public land from an existing public road or trail, as well as from roads or trails that lead to public land through private property.

Planning Criteria

1. Base type (roads, trails) of legal access on management needs.

2. Select roads and trails for inclusion in the transportation system according to:

   a. Type and frequency of historical use

   b. Identified public needs

   c. Management requirements

   d. Coordination with other federal agencies; state, county, and local governments; Indian tribes; and affected private land owners

3. Establish priorities for access acquisition on the basis of identified public and administrative needs.

4. Where cost effective, consider consolidating roads or trails that serve common purposes, origins, and/or destinations.

C. ISSUE: Which lands, if any, should receive special management for their recreation potential?

Special recreation management can include designation, protection, and/or development of certain areas for a variety of significant recreational values. Recreation management should be designed to provide for current uses as well as to accommodate projected demands, while ensuring protection of base resources.

The Department of the Interior has conducted inventories to identify the best remaining relatively natural and free-flowing stream segments in the United States. Some of these stream segments may meet minimum criteria for further study as potential components of the National Wild and Scenic Rivers System. The Marys River from the western boundary of Section 13, T. 42 N., R. 59 E., to its source was so identified.

Planning Criteria

1. In evaluating the suitability of recreational lands for special designations, protection, and/or development:

   a. Give priority to areas which provide opportunities for more than one recreational activity.

   b. Consider recreational demands outlined in the Statewide Comprehensive Outdoor Recreation Plan (SCORP), or county or local planning documents.

   c. Consider for development areas which receive at least 1,000 visitor-days per year.

   d. Take into account the availability or feasibility of nonfederal areas or facilities whenever considering intensive recreational development.

2. In general, maintain all lands open to off-road vehicle (ORV) use. Consider a limited or closed-to-ORV designation if:

   a. Significant cultural or natural features may be damaged.

   b. Harassment of wildlife or damage to wildlife habitat may occur.

   c. Threatened or endangered species may be adversely impacted.

   d. Wilderness suitability of wilderness study areas may be impaired.

   e. Extreme natural or manmade hazards to human life or property exist.

3. Consider whether or not a portion of the Marys River from the western boundary of Section 13, T. 42 N., R. 59 E., to its source should be recommended for further study as a potential component of the National Wild and Scenic Rivers System. The standards for inclusion are:

   a. General

      1. Substantially free-flowing

2. Water of high quality or water that could be restored to that condition

3. River and adjacent lands in a natural or aesthetically pleasing condition and possessing outstanding scenic, recreation, geologic, fish and wildlife, historic, cultural, or similar values.

b. Wild Rivers

1. Free of impoundments

2. Inaccessible by trail

3. Primitive watershed

4. Unpolluted water

c. Scenic Rivers

1. Free of impoundments

2. Accessible in places by roads

3. Watersheds largely primitive

4. Shorelines largely undeveloped

d. Recreational Rivers

1. Some impoundments and diversion

2. Readily accessible by road or railroad

3. Some development along shore

D. ISSUE: Where should major transmission lines, pipelines, and utilities be routed through the planning area?

As demands for energy (i.e., oil and gas, new powerplants, etc.) arise, construction of interstate high voltage powerlines, pipelines, and other facilities becomes necessary. This requires designation of corridors for existing and future major transportation and utility rights-of-way (ROWs) within the planning area.

Planning Criteria

Alturas RMP, Susanville District, California

A. Preplanning

1. Driving Programs

Approach used - The plan was primarily required to satisfy the NRDC grazing lawsuit. Other driving concerns were developed by the AM with little or no public input. Driving programs included: wilderness, horses and burros, lands, cultural resource, T&E, forestry, minerals, wildlife, energy and vegetation.

RETROSPECT: Would have used more team input to identify management concerns.

2. Preparing the Preplan

Approach used - The preplan was prepared by the AM with Resource Office/District Office staffs input and assistance from District Office PEC staff. It covered identification and issues, management concerns, levels and types of decisions, existing data, additional data needs, schedule and workmonth requirements, public involvement, and problems and recommendations.

RETROSPECT: The preplan was considered adequate to begin the RMP process.

3. Preparing the Public Participation Plan

Approach used - A joint/coordinated Public Participation Plan was developed by the District Office Public Affairs specialist and the Modac National Forest Public Information Officer. This effort established and scheduled joint newsletters and public meetings to portray to the community the similarity and unity involved in the next 4 years of RMP planning. Although joint planning did not work out between the Modoc Forest and the Resource Area, the coordinated Public Participation Plan is still used.

Pros - Decreased the number of public meetings
- Presented to the public the coordinated effort for resource planning in the area.

Cons - Difference in required public involvement caused minor problems in scheduling.

RETROSPECT: Effort was considered worthwhile by the FS and Resource Area staff. Similar efforts should be encouraged when possible.

4. Preparing the Notice of Intent (NOI)

Approach used - NOI and schedule was developed by the Resource Area and District Office according to regulations. The NOI issues, disciplines to be represented on the ID team and public participation activities.

5. RMP/EIS Mock-up

A mock-up was prepared by the District Office PEC at the request of the Washington Office. The draft contained the major headings and some context to give the team an idea of the material each section would contain.

Pros: The mock-up will serve as a good outline for the ID team and give an overview of maps, graphics, materials, etc. needed.

Cons: The mock-up was requested at short notice and at a time when we really weren't sure of the format we wanted in the mock-up. Consequently, our mock-up is subject to change.

B. Process Actions

1. Identifying, Screening and Determining Significant Issues

Approach used - The issues were identified by an ID team consisting of USFS and Resource Area/District Office staffs. Input from public meetings was considered. Issues were developed for each resource program and stated as a question. Each issue was then broken into several facets (see Appendix "A" Part 1, Issue Identification).

A joint BLM/FS newsletter was mailed for public review of the issues.

Cons - Confusion over definition of an issue generated to many issues, which were too broad in scope and not related to specific areas.

RETROSPECT: If the Resource Area had developed issues not in conjunction with the FS, they would have been fewer in number and more Resource Area specific. Screening would also have helped to reduce the number and determine the significance of the issues.

2. Developing Planning Criteria

Approach used - Initial decision criteria for each issue, alternative formulation criteria and overall decision criteria were developed by the Area Manager with staff assistance. Using this basis, the ID team developed inventory criteria. To get public comment all planning criteria were published in a newsletter.

The issue specific criteria were developed first by translating the issue into a resource management goal statement, then pertinent legislation and regulations were assembled to reflect the legal constraints on the goals. From that basis, a decision criteria statement was developed to evaluate the effectiveness of each alternative (see Appendix A Part 2, Planning Criteria).

Cons - Lack of guidance and a good understanding of planning criteria caused team confusion about how they were to be used and how they related to further steps in the process.

RETROSPECT: In the Alturas Pilot, most of the planning criteria were developed during and after inventories which further reduced their useability. Early development would be more helpful.

3. Inventory Analysis, Data Compilation Collection and Storage

Approach used - After inventory, resource specialists were required to prepare a summary of data for the files and use in the Analysis of the Management Situation (AMS). The summary sheet included: Resource Name, Statement of Objectives, Statement of Methods, Summary of Results, Deficiencies in the Material presented, and References and their location.

An RMP library was set up in the Resource Area for all inventory material, i.e, three ring binders, orthophoto quad maps, etc.

Pros - The summary sheets and maps established a readily available source of data for all resource specialists. Organization and summary of inventory data allowed easy use in the AMS.

RETROSPECT: RA specialists were not the same team who developed the issues and planning criteria therefore inventories were not as directed towards the issues as they could have been. While some unnecessary data was collected and other data was lacking for AMS use. However, literature searches, MFP/URAs, existing data and inventories were compiled to complete an accurate AMS for the RA.

4. Analysis of the Management Situation Analysis (AMS)

Approach used - With SO and DO assistance, a mock-up AMS was developed by the team leader. The mock-up served to organize the requirements of regulations into an outline of an AMS write-up. This gave the team a good idea as to what the document looked like and helped to guide the process.

The first step was to divide the Planning Area into manageable units. The ID team divided the area into 11 management areas (MAs) according to their knowledge of existing vegetation types, geographic characteristics, current land uses and issues. Because the team was working with 18 all encompassing issues, they narrowed down specific issues to each MA.

An AMS was then written for each MA. Each document included general information such as location of the MA, major issues, constraints and objectives, pertinent national or State Director guidance, and public comments. Another section was resource oriented, and included present use patterns, sustained use levels under physical/biological constraints, local dependence on resources, resource demands, and opportunities to resolve problems.

Because of budget constraints, one week was allowed to write each MA. Core team members were scheduled to write the analysis for each MA according to the MA issues and their resource programs. This scheduling was very important because the resource staff was the core team and also had daily work to complete.

Prior to meeting each week, the resource specialists compiled inventory data and any other material pertinent to that MA. The team then met and developed the AMS, and working maps. (See Appendix "A" Part 3, Analysis of the Management Situation.) During the same week, the alternatives for each MA were formulated and the first cut of the estimation of effects were drafted.

The team met at an office away from the RA office. This helped direct all the work that week to the AMS. District Office assistance in some programs were required and revoived on a weekly basis.

Pros - By focusing on the significant issues, using only the specialists identified as a core team and following the mock-up, the AMS process was streamlined and cost efficient. Information generated provided a focused and sound basis for alternative formulation.

RETROSPECT: More specific guidance to specialists would have resulted in better preparation prior to writing each MA.

5. Formulating Alternative Plans

Approach used - Four (4) alternatives were identified by the alternative formulation criteria. They were: Maximized Production; Balanced; Maximized Protection with a subheading No Grazing; and Continued Present Management (no action).

The resource/issue conflicts and opportunities identified in the AMS were arrayed according to the alternative criteria and how well they fit into one of the established alternative categories. This step took a great deal of team work to organize resource objectives by alternative and agree on trade-offs. Each issue/resource prescription was looked at as an objective or goal with achievable management practices that were specific enough to analyze in the impacts section. (See Appendix "A" Part 4, Alternative Formulation).

As the alternatives materialized, it was found that within some of the MA alternatives a resource objective could be arrayed across all alternatives. For example, intensive timber management could be allowed in all alternatives when no other resource conflicts were identified. This meant that wildlife could achieve its objectives and at the same time timber practices with no constraints could be allowed in the Protection Alternative. This technique took some juggling but worked well with the ID Team approach. It also worked because of lack of conflicts within the Planning Area.

Each set of MA alternatives were completed at the end of the AMS during the one week schedule. The alternatives were then rewritten twice more. This happened mostly because of lack of guidance and because it was a new planning process and pilot project. In one instance, a grazing writer-editor was brought into the middle of the effort and established grazing standards that had to go into the alternatives. The SO later became involved and felt this wasn't necessary.

Consequently, the third set of alternatives completed by the team looked almost identical to the very first set that had been completed with no guidance.

RETROSPECT: Formulating alternatives on a MA basis resulted in a large amount of redundancy. However, when the alternatives were later summarized for the entire Planning Area they became less specific. Without writing them for each MA, it appears the specific land use allocations would have been less practicable and less oriented to on the ground situations.

The magnitude of revisions of alternatives would have been less had the EIS program specialist and SO been present at the beginning of the alternative formulation to provide expertise.

6. Analyzing Alternative Plans/Estimation of Effects

Approach used - The ID Team completed a first rough draft of estimation of effects of each alternative immediately following (within the one-week period) the alternative formulation for that MA. The impacts were arrayed in a matrix format by resource/issue. Because the alternatives were rewritten and revised, the early impact drafts were not of much use. It is best to get a signoff on the alternatives before writing the impacts chapter.

California again used a "bullet" statement format to analyze impacts. With this approach only a very brief cause and affect were written for each resource.

As a team, the estimated effects of continued present management was evaluated first and the effects of the other alternatives were compared back to it. Each issue /resource objective was evaluated and analyzed against itself and all other resource objectives within the alternative.

Cons - The "bullet" approach did not give enough information to the reader to show that the alternatives had been analyzed.

RETROSPECT: One of the major comments received on the Draft EIS/RMP was that the statements were extremely conclusionary and failed to substantiate impacts or explain how the conclusions were derived.

Consequently, Chapter 4 - Environmental Consequences of the Final EIS/RMP was entirely rewritten in a narrative format to provide the reader with more background information and analysis to show how the affects of each alternative were derived.

7. Selecting the Preferred Alternative

Approach used - The ID Team and the Area Manager were used to select the preferred alternative. The team sat down with the Area Manager and analyzed each alternative. Using the decision criteria as guidelines, the AM directed questions and possible trade-off situations to respective specialists. By evaluating all of the alternatives, it was fairly clear to see which alternative would provide sound decisions for the Planning Area. One of the original alternatives was chosen in its entirety, except in three situations where a portion of another alternative was adopted. Selecting a portion of another alternative could not conflict with the allocations already identified in the original alternative. The preferred alternative was then assessed for impacts and compared to the other alternatives.

Pros - The ID Team and Area Manager team concept worked well. It allowed the AM to provide input into the decisions he would be implementating and gave the ID Team a chance to approve the decisions made.

RETROSPECT: The Draft EIS/RMP came together relatively well. A mock-up was used to facilitate writing the EIS. The AMS became Chapter 3 - Affected Environment, the alternatives in matrix format went into Chapter 2, and

the estimation of effects fit into Chapter 4. Differences from some of the standard EIS efforts in California were that this document contained a section on decisions outlining program guidance, and State Director guidance, and specific resource management programs.

The ID Team strongly felt that an EIS mock-up would have been helpful at the same time the AMS mock-up was written. This would have provided more guidance in writing the planning portions and then fitting them into an EIS document.

8. Selecting the RMP

A total of 65 comment letters were received on the Draft EIS/RMP. This came as quite a surprise as public interest throughout the process was practically nonexistent.

Fifty-three of the letters were written comments and addressed the wilderness recommendations. Thirty of these recommended a specific wilderness alternative, and did not question the adequacy of the EIS.

Twenty-eight letters were responded to in the final document and all comments were considered in the final decision. The strongest opposition came from NRDC, California State Department of Fish and Game, Western Timber Association, and Curt Spalding, local supportor of wilderness. All comments were amazingly similar in nature. Protests concentrated on land disposal and elimination of wildlife habitat, nonwilderness designations, brevity of environmental consequences--conclusionary statements no basis for analysis, and lack of detail or information to make range decisions such as grazing capacity, etc., to name a few.

Approach used - The ID Team went through each comment letter and decided on what was being questioned, should it be answered, and who would write the response. An attempt to write the responses proved difficult. Many of the comments attacked Bureau policy and others were merited questions. With assistance from the SO, it was decided to go back and rewrite sections of the draft EIS, and publish the entire document again with the responses instead of trying to stay with a short final.

This decision was made because the writing of responses were becoming lengthy and much of the background material that should have been written in the draft was trying to be written in response letters. To keep to the time schedule, two weeks was all the time available to do the rewrite.

With SO assistance, major revisions were made to Chapter 4 - Environmental Consequences. They were rewritten in narrative format with data backing the conclusionary statements previously made. Other sections were expanded and appendices were added.

In writing the responses to the comment letters, the team was then able to reference where the material had been added, any changes made as a result of public comment, and then any additional information which they felt substantiated their response.

Cons - The bullet statements used throughout the Draft EIS/RMP did not give the public enough information to review the proposed alternative and decisions.

Pros - The revision of the Draft EIS/RMP resulted in a better EIS document.

RETROSPECT: Scheduling of time to answer comment letters is important. Only two weeks were scheduled for the Alturas Plan because there had been no previous indication of public interest. During the 90-day comment period, all comments came in during the very last week.

The bullet approach proved more trouble than it was worth. It was designed to save time and streamline EIS documents but actually caused more set back, and rewrites than initially writing a more thorough document. The information inserted into the Final EIS/RMP was all data that was on hand in the AMS or in other references and that had been used to come up with the bullet and conclusionary statements.

9. Protests

Approach used - Six (6) protests were received on the Final EIS/RMP. Protests came from those commenting the strongest on the Draft: NRDC and Curt Spalding. Others were the Sierra Club, Natural Resource Consultants, Carl Schwarzenberg - Northeast Californians for Wilderness, and John Swanson.

The issues commonly protested were: Wilderness - lack of the all wilderness designation for the WSAs in the document; Preferred Alternative - the alternative authorized increases in livestock grazing and intensive timber management without adequately providing for the protection of wildlife, soil and water, riparian, etc.; Minerals Management - the plan virtually allowed mineral exploration and development throughout the planning area; and ACECs - lack of ACEC designation. NEDC heavily protested the Bureau's livestock grazing policy.

The ID Team and District Office Resources staff responded to the protests. A point-by-point analysis was written for each issue raised and compiled in a packet for the State Director to the WO.

Governor's Review: The Final EIS/RMP was sent to the State Clearinghouse and the public for a 30-day comment period.

At the end of this comment period, the Governor was sent a copy of the State's comments on the Final, a copy of the Draft Record of Decision, and another copy of the Final EIS/RMP for a 60-day consistency review. They used approximately 120 days but no comments were received.

RETROSPECT: Would use the same approach.

10. Decisions

Approach used - The Record of Decision was written by the team leader using a mock-up to materialize the final document. The intent of the Record of Decision was to summarize the District Manager's final multiple use recommendation for allocating existing and future land use decisions within the Alturas Planning Area.

The document began with an Introduction section which breifly reviewed the planning process completed over the past two years.

Following is a general outline with examples located in APPENDIX A, PART C which describes the content of the document.

Introduction

Laws and Bureau Policy (By resource/issue)

Major Issues and Goals (Taken from the EIS)

Areawide Decisions (Taken from the EIS)

Standard Operating Procedures (Taken from the EIS)

Monitoring Programs (Taken from the EIS)

Cumulative Summary of Planning Area Decisions
(A summary similar to one in the EIS but in narrative format)

Management Area Decisions (Similar to the AMS. A section written on each management area.)

- Introduction
- Management Objective
- Rationale
- Land Use Decisions
  - Range
  - Wildlife, etc.

Pros - The Preferred Alternative and AMS had been written so that the information could be transferred into a format suitable for the decision document.

RETROSPECT: Would follow the same approach. Did not require the entire ID Team to write this document.

11. Monitoring

Approach used - Resource monitoring measures whether management plans are meeting management objectives. Another facet of monitoring is to determine compliance in following management plans.

General Monitoring Objective: Collect and evaluate information on those resources identified as issues in the planning process to determine if management objectives are being met, and to a level sufficient to justify adjustments to management if needed.

Pros - Focuses monitoring on issues. Determines whether impacts to resources are caused by management plans or are possibly due to activities not in compliance with these plans. Data collected will be sufficient to justify adjustments if needed.

Cons - If budget restrains monitoring, sufficient data may not be collected, and management would not be adjusted where needed.

RETROSPECT: Alturas' monitoring program as planned is efficient and effective. It has been pared down from previous monitoring plans to tie to management issues and objectives. Methods selected are objective and simple, as appropriate to each particular resource. Cost saving schedules and methods will be used in order to accomplish resource monitoring necessary to ensure management objectives are met.

12. Summary

The most significant aspects of the Alturas pilot experience were:

1. Planning criteria - Finally developing planning criteria and agreeing as a team the concept and use of the criteria. Was a difficult step to complete.

2. The District Manager guidance to make no livestock grazing adjustments until sufficient data had been through monitoring to support an equitable decision, except where livestock were to be totally excluded as identified by wildlife constraints, etc. This decision was based on budget constraints.

3. Alternative formulation. The three rewrites of the alternatives were difficult and confusing for the ID Team. The gratifying part of this step was that the original alternatives developed by the team were essentially the ones finally signed off on. This step took quite a bit of time that was not scheduled.

4. Number of comments received on the DEIS/RMP and revision of the entire document. This step was a real learning process for the entire team. The flood of comments were overwhelming at first. The team agreed to revising portions of the EIS to substantiate the responses required as a result of the comment letters. Everyone felt that the Final EIS/RMP was a much better document.

ISSUE IDENTIFICATION

January 5, 1981

The Modoc National Forest and the Alturas Resource Area of the Bureau of Land Management are working closely together to develop land and resource management plans that will provide similar direction for the management of the public lands under their administration. This coordinated effort will save time and money and minimize duplication of effort.

About a year ago, the public was asked to tell the Forest Service and BLM their concerns about the management of the public lands. The issues that appear in this newsletter were developed from those comments and from concerns expressed by agency personnel and managers. A few of the public comments did not pass the screening criteria; for example, some comments were not within the authority of the local managers and were referred to a higher level, while some others were about the process itself, and were dropped from further consideration.

We would like you to review the issues and their components (facets), and tell us if we have accurately represented your concerns. Because the Modoc National Forest and the Alturas Resource Area have similar programs, serve the same general publics, and manage adjacent lands, these issues and facets are largely the same for both agencies. Issue statements or facets that differ are identified by the acronyms MNF (an issue unique to the Modoc National Forest) or BLM (an issue unique to the Alturas Resource Area of the Bureau of Land Management).

RECREATION
What recreation opportunities will be provided?

Facets of the Issue:

1. How will public demands for winter sports opportunities be met?
2. How will demands for future recreation developments (e.g., campgrounds, trails, picnic areas) be handled?
3. What opportunities will be provided to increase public understanding of the environment and the Agencies' management activities?
4. How will dispersed recreation be managed outside of wilderness areas?
5. What recommendations will be made for including Ash Creek and Pit River Canyon in the Wild and Scenic River System, and how will the affected areas be managed?
6. Where will off-road vehicles be permitted and how will their use be managed?
7. How will recreation areas be managed to protect the sites and provide for quality recreation experiences? (BLM)
8. To what level of development will existing recreation facilities be managed? (MNF)
9. How will recreation opportunities be managed in sensitive areas (e.g., key wildlife habitats, riparian areas, ACEC's, special interest areas)? (BLM)
10. Are there unique areas on the Forest that should be nominated for inclusion in the National Registry of Natural Landmarks? (MNF)
11. How will recreation use be managed within the South Warner Wilderness? (MNF)

Table 1. Continued

ISSUES	GOALS	LEGALLY REQUIRED CRITERIA BLM: 43 CFR 1601	DECISION CRITERIA
9. How will habitats be improved for threatened, endangered, and sensitive plant and animal species?	9. Provide habitat to maintain and enhance the populations of threatened, endangered, and sensitive species.	9. Seek to conserve endangered species and threatened species... (Sec. 2(c) Policy). Insure that the continued existence of such endangered and threatened species is not jeopardized, and that the habitat of such species is not destroyed or modified. (Sec. 7. Interagency Cooperation) (Both from Endangered Species Act of 1973, PL 93-205, 16 U.S.C. 1531, 87 Stat. 884).	9. Provides habitat that contributes to the recovery of threatened and endangered and designated sensitive species and subsequent removal from such lists. Unit of Measure: Acres of critical habitat by species.
10. What will be the level of range use and development?	10a. Provide a sustained yield of forage to meet demand while maintaining the productivity of the land. 10b. Increase forage productivity on lands producing below their potential through improved management and cost-efficient development.	10a. & b. Manage the public lands in a manner that will provide food and habitat for domestic animals (FLPMA 102(a)(8)) and in a manner which recognizes the Nation's need for domestic sources of food from the public lands (FLPMA 102(a)(12)). Manage, maintain, and improve the condition of the public lands (FLPMA 102(a)(12)). Manage, maintain, and improve the condition of the public rangelands so that they become as productive as feasible for all rangeland values in accordance with the management objectives and the land use planning progress established pursuant to Section 202 of FLPMA. (Public Rangelands Improvement Act of 1978, 43 U.S.C. 1901). Manage the public lands for domestic livestock grazing involving the protection, regulated use, and development of forage producing public lands, and the management of livestock (cattle, sheep, horses, and goats) use to obtain a sustained yield of forage 43 CFR 1725.3-3).	10a. Meets BLM management objectives of maintaining and providing sustained yield of forage for livestock, wildlife, and nonconsumptive uses. Unit of Measure: AUM 10b. Provides intensive management practices for those areas below their potential production level. Unit of Measure: Number of acres by condition.

Livestock management is dependent upon the many stockwater developments. Maintenance of these developments could be allowed within a wilderness area; however, maintenance in this WSA would continue to impair naturalness. Grazing management would be in conflict with wilderness management. The WSA contains commercial forest land, oil and gas lease acreage, and potential for range-type conversion projects would be foregone by wilderness designation. Additionally, the area does not have any special features or identifiable multiple resource benefits which would be enhanced through designation.

South Warner Contiguous

Nine scattered parcels totaling 4,000 acres contiguous to existing U.S. Forest Service South Warner Wilderness were dropped from WSA status and further planning as potential wilderness areas under Section 603 of the Federal Land Policy and Management Act by Secretarial action which deleted all WSA's of less than 5,000 acres. This action was published in the Federal Register on Thursday, December 30, 1982 as an Amendment of Wilderness Inventory Decisions.

Further consideration was given to this area under Section 202 of the same act which provides a vehicle for wilderness designation through the land use planning system. Through this process and through coordination with the Modoc National Forest, a nonsuitable recommendation would be proposed. A parcel by parcel analysis revealed that a utility line runs across two of the parcels and vehicle routes occur on four. Access to a U.S. Forest Service campground splits one parcel with a non-wilderness corridor. The configuration of several of the parcels, bordered on two or three sides by private lands, would not improve manageability of the existing wilderness nor provide any additional features. Solitude is not readily available due to existing adjacent private land development and a county highway.

SUPPLEMENTAL PROGRAM INFORMATION AND GUIDANCE

Specific directives or guidance that pertain to the Alturas Planning Area are summarized in the Alturas Analysis of the Management Situation (U.S. Department of the Interior, 1982). Following are general policy statements that apply for all alternatives:

1. Lands will be acquired or exchanged in accordance with FLPMA and other applicable Federal laws and regulations, to assure more efficient management of the public lands and to reduce conflicts with other public and private landowners to provide more consistency and logic in land use patterns within the Alturas Planning Area. Public lands identified in the future for possible sale or exchange will be evaluated on a case-by-case basis. If they meet specific sale or exchange regulation requirements, they may be determined suitable for sale or exchange.

5. Fuelwood permits will stipulate:

   a. Use roads only when damage does not occur; prohibit vehicles from meadows, wet dirt roads, or other areas that may be damaged.

   b. During Fire Danger Activity Level 4, chain saw use and off road driving shall be prohibited after 1:00 p.m. When the Fire Danger Activity Level 5 is reached, chain saw use and off road driving shall be prohibited for the entire day. Chain saws used on forest and range lands must be equipped with an approved spark arrester mounted over the exhaust opening.

   c. Cutting of standing oak trees, dead or alive, shall be restricted to designated trees only.

   d. Slash shall be stacked within 50 feet of roads. Slash away from roads shall be cut down and scattered.

6. Special provisions will be added to timber sale and forest development project contracts. These provisions will deal specifically with mitigating environmental impacts that surface during the environmental analysis process. The special provisions will pertain to logging (cutting methods, yarding techniques); construction (requirements for construction or improvement of roads, fences, etc.); environmental protection (eagle and hawk nest protection, revegetation requirements, soil erosion protection measures, etc.); and fire protection (slash disposal requirements, fire equipment requirements, etc.). Provisions contained in the contracts will satisfy mitigation measures as contained in site-specific environmental analyses.

7. Before construction of range developments and vegetation manipulations, cultural resources will be inventoried and evaluated, and attempts to avoid adverse effects will be made. Where this is not possible, consultation will be made with the State Historic Preservation Officer (S.H.P.O.) and the Advisory Council on Historic Preservation to develop acceptable mitigative strategies in accordance with the Programmatic Memorandum of Agreement (dated January 14, 1980) between the Bureau and the Advisory Council. In addition, the views of responsible spokesmen of the local Native American community will be solicited. Conflicts will be resolved in accordance with 36 CFR 800 and in accordance with the Memorandum of Agreement signed by the California Native American Heritage Commission, the California S.H.P.O., and the BLM.

8. All water projects or projects which could influence the beneficial use of water will conform to BLM Best Management Practices Guidelines.

Management Area #8 - Pit River Canyon

A: General Information

1. Location of the Management Area

The Management Area is located entirely within Lassen County in the southwest corner of the Alturas Resource Area approximately ten miles southeast of McArthur. The area contains 11,730 acres of public lands with no non-public inholdings. Borders of adjacent non-public lands comprise most of the boundaries of the MA (WSA). Segments of the south and east boundary are formed by the Western Pacific railroad and right-of-way. The northernmost section of the west boundary is the Little Valley Road. Segments of the northern boundary are formed by seasonal natural surface roads.

2. Description of the Environment

The predominant feature is approximately eleven miles of the Pit River and associated canyon which disects the area from the extreme northeast corner (elev. 3900) in an open U-shaped configuration through the center of the MA (WSA) and exiting downstream through the extreme northwest corner (elev. 3520). The canyon averages 300 to 400 feet in depth with extreme depths to 750 feet. Approximately four miles of Horse Creek are included between Little Valley (elev. 4150), at the southernmost end of the MA (WSA), and its mouth at the southernmost point along the course of the Pit River (elev. 3530). From near ground level at Little Valley, Horse Creek reaches a canyon depth of approximately 450 feet at its mouth. Topography of both canyons are similar with rough outcroppings, talus slopes, rimrock, and steep vertical cliffs. Canyon wall and rim vegetation consists of ponderosa and jeffrey pine, juniper, oak, mahogany, and numerous shrubs and grasses. The riparian zone of Pit River contains carex and other grasses, willow, and numerous other aquatic and semi-aquatic plants. The Horse Creek riparian zone is thickly vegetated with huge mounds of streamside carex, dense big sweet clover, willow, oak, and ash. The rugged watercourses of these drainages encompass approximately 5000 acres. The remainder of the MA (WSA) includes contiguous public lands adjacent to Pit River and Horse Creek. Approximately 4500 acres is contained within the U-shape of Pit River. It includes two buttes to elevation 4664 in the northeast, with rolling annual grassland, rimrocks, and lava outcrops. Vegetation consists of medusahead grass, occasional dense stands of juniper, with sage, oak, ceanothus, bitterbrush, and curl-leaf mahogany. A second block of land containing approximately 1000 acres lies north of Little Valley between Horse Creek and Pit River. The rolling topography in this area is cut with numerous intermittent drainages. Vegetation includes dense oak, juniper, and numerous shrub species.

3. Major Issues - Significant Resources

The following resources were identified as issues for the following reasons:

Range - The WSA encompasses all of River Pasture Allotment, most of Round Barn Allotment, and a large part of Muck Valley Allotment. These allotments license 1656 Active AUMs. Wilderness designation may effect management practices for livestock.

Minerals - Applications for non-competitive leasing of potential oil and gas reserves may be received within the WSA. The presence of other critical resources may constrain site-specific operations implied by these lease applications.

Wildlife - The management area includes deer winter range and antelope summer and winter range. Antelope is a species of special significance to the California Department of Fish Game as a game species. High density raptor nesting habitat occurs throughout much of Pit River Canyon. Pit River and Horse Creek support thriving native fisheries which are subject to water quality problems originating from private lands.

Wilderness - The Bureau of Land Management identified the management area as a Wilderness Study Area (CA-020-103) in the final intensive inventory dated December, 1979.

Cultural - Provide protection to highly sensitive cultural resource values occurring within the MA.

Recreation - Determine appropriate level and type of recreational use commenserate with the MA (WSA).

4. Constraints

See Resource Area's overall list of Constraints.

5. Pertinent National or State Director Guidance

See Resource Area's overall list of Guidance.

6. Public Input

George Corder - would like a grazing system to involve River Pasture and Bald Mtn. allotments.

- would also like to obtain legal access into River Pasture for livestock management purposes.

Wilderness - See Final Intensive Inventory dated December, 1979, for a summary of public comments.

B. Specific Analysis (by Issue)

1. Present Use Patterns

Range - Muck Valley. 1 user 5/04-8/15, 1371 total, 1371 Active, 11,654 Acres BLM, 8102 acres private, 334 acres State, 20090 acres total. Not all of the allotment occurs within MA #8.

River Pasture. 1 user 4/17 - 5/30, 326 AUMs total pref; 285 AUMs Active and 27 AUMs Exchange of Use.

3285 acres BLM, 2189 acres private. 5474 acres total. Virtually all of the public lands in this allotment lies within MA #8.

Round Barn. Not currently licensed.

Visual Quality - The area falls within an overall Scenic Quality Class A rating. Visual sensitivity level is Class II.

Recreation - The MA receives very low level dispersed recreation activity related to hunting and fishing opportunities.

- The Pit River is listed in the Phase I Nationwide Rivers' Inventory as a river with minimum qualifications for potential designation as a Wild and Scenic River.

Wildlife - The management area contains approximately 15 miles of stream including Pit River and Horse Creek. Both of these support thriving native fisheries. Game fish include rainbow trout and largemouth bass in Horse Creek and channel catfish and largemouth bass in Pit River. Non-game fish such as squawfish, hardhead, Sacramento sucker, and bullhead are predominant in Pit River. Several water quality parameters such as alkalinity, pH, temperature, and phosphorous have potentially negative effects on fisheries but are problems originating from private lands and are not controllable by actions within the management area.

Riparian conditioning was done at seven locations along Pit River and at one along Horse Creek. All ratings averaged in the low fair range; however, due to natural barriers, only minimal portions of these drainages are affected by livestock or other uses.

Within Pit River canyon, high cliff walls provide ideal habitat for nesting raptors. Golden Eagles, Prairie Falcons, Red-tailed Hawks, and American Kestrels nest in high densities throughout the canyon. Ospreys utilize both Horse

Creek and Pit River for foraging activities though no nest sites are known. Swainson's Hawks utilize nest sites in Muck Valley.

Only two meadows were conditioned in Muck Valley and Round Barn allotments. These rated in high fair and low fair condition respectively.

Water is available for wildlife throughout the management area in Pit River and Horse Creek. In highland areas such as Muck Valley, water is limited to a few isolated sources.

Mule deer utilize all areas west of Second Butte as winter range. Browse conditioning at three locations indicates no significant deficiencies in vigor, recruitment, or over-utilization.

High elevation portions of the management area north of Pit River Canyon serve as antelope summer range. Approximately five square miles of winter range also occur in this area. An antelope kidding ground is identified by California Department of Fish and Game in the extreme northeast corner of the management area. Habitat requirements for the species seem adequately served with no recommended manipulation.

Timber - No commercial forest land base exists within this management area.

10 acres of non-commercial low site forest land is located within the WSA. (T. 36 N., R. 7 E., Sec. 30). These lands are not in the commercial forest land base and therefore are not identified to receive intensive forest management practices. Generally, low site forest land is evaluated for salvage potential following damage of timber resources by insect, disease and/or fire.

Fuelwood - 4,744 acres of juniper are located within MA #8. Fuelwood cutting has existed to a very small extent within the boundaries of the WSA. The majority of the juniper in the WSA, however, is not readily accessible to fuelwood cutters.

Minerals - There are no known occurrences of mineral resources in this MA. An '81 field inventory did not reveal any potential mineral resources, however, oil and gas lease applications are expected to be filed on the public lands.

Cultural - The Pit River Canyon contains diverse historical and archaeological sites, within steep canyon topography. Some of the larger sites are located jointly on BLM and private lands.

The sites include; large habitation and food processing sites, hunting blind systems, and temporary hunting and food gathering areas. At a few sites historic buildings have been built over house pits.

This MA is a division of territories between two groups: the Achomawi to the north and Atsugewi in the south

During the inventory for the RMP/EIS the management area was not surveyed due to inaccessibility and manpower shortages.

All of the known information on sites in this area has been collected during other project work.

Existing information indicates a high level of sensitivity for cultural resources.

2. Physical and Biological Constraints

High water temperatures in Pit River preclude cold water fisheries introductions.

Pollutants from agricultural runoff result in high pH and low alkalinity which may reach critical limits for the growth and well-being of some aquatic species.

The area north of Pit River is heavily affected by medusahead which by its competitive and tenaceous nature precludes most vegetative manipulation practices.

3. Local Dependence on Resources

No known unique demand on existing resources.

4. Opportunities and Conflicts by Allotment

Allow oil and gas leasing on all public lands within MA #8 in accordance with "Oil and Gas Lease - Surface Disturbance Stipulations."

Range - Muck Valley Allotment

Objectives: 1371 AUMs are presently licensed; 1500 AUMs have potential to be licensed.

Support: Develop stock water. Monitoring will determine whether licensed use will be adjusted. Range policy category: M/I.

River Pasture Allotment

Objective: 285 AUMs presently licensed, 326 AUMs have potential to be licensed. Provide for orderly administration of the range.

Support: Set up grazing system using River Pasture along with Bald Mountain allotment. Water development may be necessary. Monitoring will determine whether licensed use will be adjusted. Acquire access from Little Valley into River Pasture allotment.
Range policy category: M/I.

Round Barn Allotment

Objective: License this allotment for grazing.

Support: Determine level of AUMs available. Monitoring will determine whether licensed use will be adjusted. Range policy category: C.

Wildlife

Objective: Maintain riparian habitat in Pit River and Horse Creek; provide protection for raptor nesting sites along Pit River Canyon; protect water sources in Muck Valley; maintain and enhance browse (Ceanothus and bitterbrush) in deer winter range.

Support: Construct drift fence across downstream end of Pit River Canyon to prevent cattle access up Pit River Canyon.

Maintain inaccessibility of raptor nest sites by limiting vehicular access and seasonally restricting development activities.

Construct minimal cattle exclosure at Rooner Spring in Muck Valley Allotment.

Carry out prescribed burns to open dense Ceanothus.

Initiate fisheries in one reservoir in River Pasture Allotment.

Fuelwood

Objective: Provide fuelwood cutting areas under the free-use and commercial permit system.

Support: Issue permits upon demand.

Cultural

Objective: Identify and protect cultural resource values within the MA.

Support: Complete scheduled inventory of archaeological resources in 1982.

Prescribe protection and enhancement measures.

Recreation

Objective: Provide recreational opportunities commensurate with resource values and suitability recommendation for wilderness.

Support: Increase access to Pit River and provide for intensive recreation uses.

Maximize opportunities for primitive recreation.

Conflicts

Potential conflicts of wilderness designation:

Wilderness designation may constrain the type of stockwater development and the type of grazing systems. It may also constrain livestock management practices including salting and maintenance of existing improvements. In spite of constraints, the above activities may be allowed at levels non-impairing to wilderness values.

Wilderness designation would prohibit fuelwood cutting.

Increased visitor use may increase the likelihood of vandalism to cultural sites.

Recreational vehicle access would be limited under wilderness designation.

Potential conflicts of nondesignation on wilderness values:

Fuelwood cutting may adversely affect the natural character of vegetation and during harvest temporarily conflict with opportunities for solitude.

Continued vehicle use may expand vehicle routes and incidental road maintenance may degrade naturalness.

Construction and maintenance of large impoundments and fences may impact natural character of landscape.

Table 2-1 (continued)
Management Area 8
Alternatives

Issue	Alternative I Maximized Production	Alternative II Balanced	Alternative III Maximized Protection	Alternative IV Continue Present Management
RANGE	- Authorize use of 310 livestock AUMs with additional authorization to use up to 41 suspended nonuse AUMs as determined to be available through monitoring of livestock forage. - Authorize Round Barn Allotment (25 AUMs). - Allow 30 day extension in season of use in allotments with AMPs. - Present seasons of use on all other allotments. - Heavy utilization in individual pastures wtihin AMPs allowing rest. - Moderate utilization in all other allotments. Support Needs - Construct 3 reservoirs. - Develop 1 AMP (in conjunction with Bald Mountain in MA 7).	- Authorize use of 310 livestock AUMs with additional authorization to use up to 41 suspended nonuse AUMs as determined to be available through monitoring of livestock forage and wildlife habitat trends. - All else the same as Alternative I. Support Needs Same as Alternative I.	- Same as present management except: --Develop 1 AMP (River Pasture in conjunction with Bald Mt. in MA 7). --Construct 3 reservoirs. --Develop 1 spring. Alt. IIIa - No Grazing - No livestock grazing.	- Maintain existing livestock use of 285 AUMs. - Existing season of use. - Continue light to moderate utilization on all allotments. Support Needs - Existing project maintenance.

* Huck Valley, Thompson, and East Beaver Creek Allotments all lie partially within MA 8, but mostly within MA 7. Production figures for the allotments are discussed in MA 7.

Table 2-1 (continued)
Management Area 8
Alternatives

Issue	Alternative I Maximized Production	Alternative II Balanced	Alternative III Maximized Protection	Alternative IV Continue Present Management
FISH AND WILDLIFE	- Protect lower Pit River Canyon riparian habitat. - No active raptor management. - Antelope habitat subject to current management. Support Needs - Construct drift fence to exclude cattle from lower Pit River Canyon.	- Protect lower Pit River Canyon riparian habitat. - Improve meadow habitat at Mud Spring. - Antelope habitat will be subject to current management. - Protect all eagle, falcon, and Swainson hawk nest locations. Support Needs - Post all eagle and Swainson's hawk nest trees to prevent their harvest for fuelwood. - Construct drift fence to exclude cattle from lower Pit River Canyon. - Construct fence to exclude cattle from meadow at Mud Spring.	- Protect lower Pit River Canyon riparian habitat. - Protect all raptor nest trees from fuelwood harvest. - Enhance nesting opportunities for eagles, prairie falcons, and Swainson's hawks. - Antelope habitat will be subject to current management. Support Needs - Construct drift fence to exclude cattle from lower Pit River Canyon. - Post all raptor nest trees to prevent harvest for fuelwood. - Limit vehicular access within 200 yards of eagle, prairie falcon, and Swainson's hawk nest sites from April 1 to July 15.	- No special designations or management for riparian or fisheries habitat (15 miles of stream). - No active raptor management. - Deer winter range, antelope summer range and kidding grounds will remain in adequate condition. No manipulation proposed.
WILDERNESS	- Recommend #CA-020-103 Pit River Canyon WSA (11,575 acres) as nonsuitable for wilderness.	- Recommend 6,640 acres for partial wilderness designation as indicated on map (Pit River Canyon).	- Recommend entire WSA, 11,575 acres, as suitable for wilderness designation.	

Table 2-1 (continued)
Management Area 8
Alternatives

Issue	Alternative I Maximized Production	Alternative II Balanced	Alternative III Maximized Protection	Alternative IV Continue Present Management
WILDERNESS (continued)		- Acquire 740 acres of private land to enhance wilderness manageability.	- Acquire 1,300 acres of private land to enhance wilderness manageability.	- No wilderness designation. All uses allowed at levels present at time of WSA designation and new uses allowed that will not degrade wilderness values until Congress decides wilderness status.
FUELWOOD	- Permit harvest of juniper and oak fuelwood upon demand.	- Permit harvest of juniper fuelwood except within proposed wilderness area. - Allow limited harvest of oak and mahogany in salvage areas following fire, in wood products sale or disposal areas, or where beneficial to wildlife habitats.	- No fuelwood harvest allowed.	- Continue issuance of juniper fuelwood permits upon demand on 4,700 acres.
RECREATION	- All lands open to OHV use.	- Restrict OHV use to designated roads and trails. - Prohibit OHV use within the wilderness area.	- Manage for primitive recreation, prohibit all OHV travel within WSA.	- No use restriction.
CULTURAL	- Protect only those sites with National Register potential.	- Same as Alternative I.	- Protect all cultural sites by nomination to National Register, special designation, or CRMP.	- No formal protection of known sites (inventory continues).

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INTRODUCTION

The Alturas Planning Area is located in northeastern California, in Lassen and Modoc Counties. The planning area consists of approximately 407,306 acres of public lands high in recreation use (primarily hunting, fishing, and camping) and low in permanent population. Public lands within the area contain about 5,000 acres of commercial forest lands, and 250,000 acres of juniper-type woodlands, but the foremost commercial use of the public lands is livestock grazing.

Administered within this planning area is 407,306 acres of surface and subsurface mineral rights and 104,730 acres of subsurface mineral rights where the surface acreage is held in private ownership.

The Alturas Planning Area has been divided into 11 individual management areas (MA) according to topography, soil and vegetation, resource management, etc., for ease in developing specific land use decisions. There are also general decisions applicable to all MAs and are addressed under an Areawide Decision section in this document.

Land Use Planning

This document, the Record of Decision, is the District Manager's final multiple use recommendation for allocating existing and future land use decisions in the Alturas Planning Area. The document is a general guide for the major land uses within each MA and contains only the important decisions in summary form. The more detailed working documents, the Analysis of the Management Situation and the Final Resource Management Plan and Environmental Impact Statement (RMP/EIS) are available for public review at the Alturas Resource Area Office in Alturas.

The Alturas planning effort is a combined RMP/EIS. Consequently, the entire effort was issue driven, focusing on solving critical problems within the planning area. Eighteen issues were initially identified and used in determining the scope of the plan. After evaluating the public comments received on the Draft RMP/EIS, it was apparent that the planning area contained five major issues: land disposal, livestock grazing, wilderness, wildlife resource management, and timber management. However, all issues and concerns have been addressed in this plan and are described on pages 10-11 of this document.

Consultation and coordination with the public and public agencies was a planned and integral part of this planning effort. Following is a summary of the public participation:

- Notice of Intent prepared for the Alturas Planning Area RMP/EIS and published in the Federal Register on February 1, 1980 and filed with the California State Clearinghouse.

- Preplan Analysis completed and available for public review in April, 1980.

LAWS AND BUREAU POLICY

The planning process for the Alturas Planning Area Resource Management Plan and Environmental Impact Statement is guided by many land use laws and policies which vary in their scope and application to the issues identified. These laws and policies are given a focus and clarity by the Federal Land Policy and Management Act of 1976. Further guidance is established by Section 101 of the National Environmental Policy Act of 1969.

In addition to these two legislative mandates, other policies and laws are basic to the Resource Management Plan. These include:

Range

It is BLM policy to:

- Authorize livestock grazing of the public rangelands under the principles of multiple use and sustained yield.
- Improve the rangeland resources by making and implementing equitable and supportable decisions about land-use, resource management, and grazing authorization in a timely fashion and through the resource management planning process.
- Conduct the level of soil and vegetation inventories necessary to provide data for monitoring and assist in establishing resource use levels.
- Increase and encourage systematic cooperation, consultation, and coordination with rangeland users and intermingled landowners as part of the land-use and grazing management decisionmaking process.
- Determine appropriate numbers of livestock and season of use based on the best available information, and authorize livestock grazing use accordingly.
- Initiate cost-effective rangeland improvements that will help improve the condition of the lands for livestock grazing, wildlife, and wild horse and burro habitat, and watershed protection, etc.
- Monitor rangeland resources and livestock use to assist in determining proper stocking levels and to evaluate the effectiveness of management actions in achieving resource management objectives.

Wildlife

It is BLM policy to:

- Develop and maintain wildlife and fish habitat as prescribed, sustained levels through coordination with all other uses of land or water to prevent significant damage to rangeland and forest wildlife and fish communities; to prevent and abate pollution; and to direct cultural or management practices.

AREAWIDE DECISIONS

Specific policies, instructions, and regulations have been identified in this section to highlight those most frequently used in day-to-day decisions. However, all Bureau policies, instructions, and regulations will continue to direct all land use decisions.

1. Lands will be acquired or exchanged in accordance with FLPMA and other applicable Federal laws and regulations, to assure more efficient management of the public lands and to reduce conflicts with other public and private landowners to provide more consistency and logic in land use patterns within the Alturas Planning Area. Public lands identified in the future for possible sale or exchange will be evaluated on a case-by-case basis. If they meet specific sale or exchange regulation requirements, they may be determined suitable for sale or exchange.

2. The public lands identified for potential disposal within the alternatives are those that have been screened and should be considered for disposal for greater management efficiency. All public lands within the planning area can be disposed of if they meet the disposal criteria of FLPMA, Federal laws and regulations, and would not jeopardize the management objectives (i.e., disposal would have to be in conformance with the management objectives of the plan). Disposal proposals not in conformance would be subject to the amendment process.

3. Agricultural lands that are suitable for disposal would be sold under the public sale authority of Section 203 of the Federal Land Policy and Management Act as consistent with the objectives of this plan.

4. Rights-of-way, 302 leases, easements, and permits and R&PP applications will be processed in accordance with FLPMA and other applicable Federal laws and regulations to provide public and community services.

5. Use of existing utility corridors will be considered prior to granting rights-of-way (existing corridors are defined as 69 KV lines or larger).

6. The Resource Management Plan replaces and updates the classification of multiple use (C&MU) withdrawal covering public lands within Modoc County. A full range of land uses will be considered/evaluated on a case-by-case basis predicated upon the principles of this multiple-use plan.

7. Public lands currently identified for potential disposal within the alternatives would, during the interim, be managed under existing Bureau policies in their present status.

8. All oil, gas and geothermal leasing, exploration and production will be allowed providing it is in conformance with the specific decisions of this plan and is environmentally acceptable as determined on a case-by-case basis.

CUMULATIVE SUMMARY OF PLANNING AREA DECISIONS

Range

Authorization of 49,152 livestock AUMs with additional authorization to use up to 32,111 suspended nonuse AUMs and additional forage, as determined to be available through monitoring of livestock forage supply and wildlife habitat trend. Table 1-1, pages 20-24, show by allotment livestock AUMs, management categories, season of use, etc.

Allocation of 280 AUMs to support a portion of 150 wild horses and burros within the Emigrant Springs Herd Unit (Strip allotment).

Support Needs:

- Burning and seed of 6,440 acres.
- Burning and release of 48,200 acres.
- Construction of 29 miles of fence.
- Construction of 32 reservoirs.
- Development of 4 springs.
- Development of 1 well.
- Juniper removal and seed of 150 acres.
- Juniper removal of 500 acres.
- Juniper removal of 500 acres.
- Development of 21 AMPs.
- Utilization heavy in individual pastures where grazing systems provide rest; moderate in all other allotments.
- Extension of season of use 30 to 60 days in selected allotments.

Fish and Wildlife

Maintenance (no planned actions) of antelope winter range and kidding grounds.

Restrictions placed on disturbing activities within sage grouse strutting grounds.

Supports Needs:

- Exclusion of livestock from 20 miles of riparian habitat.
- Improvement of browse by prescribed burning in MAs 6 and 10.
- Exclusion of livestock from 70 meadow habitats.
- Protection of raptor nest sites.
- Improvement of browse by juniper thinning on deer winter range.
- Recruitment of 50 acres of aspen in Cold Spring and Tule Lake allotments.

Fuelwood

Permitted harvest of juniper and mahogany.

Designated fuelwood cutting areas to improve wildlife forage and browse.

Management Area 1 - Tablelands

INTRODUCTION

The Tablelands MA contains approximately 88 percent public lands. Most of the 48,466 acres are within two large allotments, North Tablelands and South Tablelands. The Likely Tables, upon which MA 1 is located, is a two-level basaltic plateau lying between Alturas and Likely, California, and the South Fork Valley and the Warner Mountains. The area is entirely within Modoc County and comprises one of the largest blocks of public lands in the planning area.

The primary issues for this MA are the improvement and protection of watershed and riparian areas, the authorization of livestock forage, and the maintenance of antelope winter range and sage grouse strutting grounds.

MANAGEMENT OBJECTIVE

The primary management emphasis is to protect riparian habitat, enhance fisheries potential, improve watershed conditions, and allocate forage for livestock to attain optimum production levels while maintaining antelope and sage grouse forage and habitat.

RATIONALE

Livestock grazing levels within this MA are set to meet both social and economic demand and the Bureau's rangeland management objectives. The objectives relate to efficiently managing the basic resources of the public rangelands so as to improve and maintain productivity and provide a full range of natural, social, economic, and environmental needs.

The Likely Tables provide winter range for the Likely Tables antelope herd, the largest herd in California. Structures such as fences which can restrict seasonal antelope movements may cause heavy losses during severe winter conditions.

Thirteen sage grouse strutting grounds occur in this MA. Strutting grounds are the focal point for the nesting process. Disturbances of courtship activity or extensive development could supplant local populations. This game species is static to slightly declining in the MA.

LAND USE DECISIONS

Range

Authorize use of 7,301 livestock AUMs with additional authorization to use up to 7,506 suspended nonuse AUMs as determined to be available through monitoring of livestock forage and wildlife habitat trend.

Allow existing season of use.

Allow heavy utilization in pastures of AMPs allowing rest; moderate utilization in all other allotments.

Support Needs:

- Experimentally burn and seed 2,000 acres in North and South Tablelands (1.1).
- Develop one reservoir.
- Revise the North Tablelands AMP (1.2).

Fish and Wildlife

Maintain existing improvements and enhance fisheries and riparian habitat on 6.5 miles of Fitzhugh Creek (1.3).

Maintain present management on 33,040 acres of deer winter range and antelope winter range.

Maintain 13 sage grouse strutting grounds.

Enhance fisheries, watershed, and riparian values (1.3).

Support Needs:

- Fence the meadows at Eight Springs and three reservoirs.
- Allow no permanent development on sage grouse strutting grounds and impose seasonal restrictions on potentially disturbing activities from February 15 to May 1.
- Restrict vegetative treatments on strutting grounds.
- Complete implementation of Fitzhugh Creek HMP (1.3).
- Exclude livestock grazing from Fitzhugh Creek corridor (1.3).

Timber

Continue intensive management on 57 acres of commercial timber base lands (1.4).

Allow timber harvest in Cobbie allotment (18 acres), maximizing soil protection along Pine Creek (1-4).

Support Needs:

- Precommercial thinning, timber sales, reforestation, and prescribed burning.

Watershed

Improve water quality and riparian vegetation along Fitzhugh Creek and Pine Creek.

Maintain roadways on the Likely Tables.